

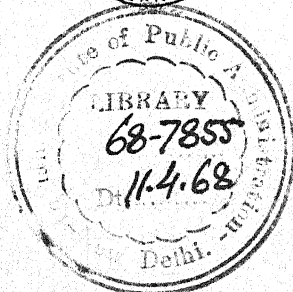
# TRAINING FOR COMMUNITY DEVELOPMENT PERSONNEL IN INDIA

H. R. MAKHIJA

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## FOREWORD

The subject of training for community development personnel in India is one which I have watched closely from the inception of the program to the present, a span of nearly seventeen years. To me, this training is one of India's priority areas of exploration and support, and I particularly welcome Mr. Makhija's satisfying attempt to review the community development program as it has been conceived and implemented, and to provide us with some systemized and careful study of how this program has evolved during the past three Five Year Plans.

I think it should be stated clearly to all that the methods used by India to reach the people living in her 560,000 villages are indigenous to this country and owe little to the programs and experience of other countries. For this reason alone, perhaps, a history of the development of these methods is important, not only for greater self-criticism and awareness among individuals who are directly engaged in community development efforts here in India, but also as Mr. Makhija suggests, because what India succeeds or does not succeed in doing in this field should serve as a flag to individuals working in other developing nations.

A few years ago, I had the opportunity to state: "If India is to continue to strengthen her community development program, she must in the future not only broaden, deepen and lengthen the period of training required to provide fresh staff for replacements, but must also systemize her in-service training". This also is one of the key conclusions reached by Mr. Makhija, who identifies two phases in the evolution of the program. First, a period of experimentation, which he feels came to a close, or at least a turning point, in 1963, when the government decided to blanket the entire country with community development programs. This is followed by a phase of consolidation. Central to the second phase, he feels, and I think wisely, is the emphasis which must be put on "refresher" training of existing staff, in a continuing effort to not simply theorize about what should be done to provide multipurpose extension services to the

villager, but to actually *apply* them as well.

This is not easy. India needs the training centers and facilities, it needs the trained manpower, it needs the consistent support of the Center and States and, above all, the dedication of young men and women to succeed in doing as individuals working directly with the rural communities what agencies and plans will always fail to do without them.

I welcome, too, Mr. Makhija's dedication. As he himself says on several occasions in his book, if India is to win its battle against poverty, disease and stagnation, it must develop the greatest resource available to it : its people. To do this, it must fall back on a cadre of trained individuals whose training and re-training in the field of community development will take them that much closer to touching the heart of India's life—its 560,000 villages—and in so doing, offer to them the promise of changing to their advantage the very texture of Indian society.

To meet this challenge, there is an urgent need to make a constant flow of literature and information available to those working on a day to day basis in the community development program. This, too, must be considered part of their refresher training. Mr. Makhija's book helps considerably to answer this challenge, and I welcome the opportunity to say so in the Foreword to this book.

January 18, 1968.

DOUGLAS ENSMINGER

## P R E F A C E

The Programme of training for Community Development workers started almost simultaneously with the launching of the first series of Community Projects on the 2nd October, 1952. The Institutes for training of Village Level Workers were started even prior to this date. More and more Institutes, catering to the diverse needs of various categories of C. D. personnel, came into existence in quick succession.

The training was hardly six years old, when it received the following—perhaps the warmest—tribute from the U.N. Evaluation Mission to India :

Probably no single aspect of community development work in India has received more attention than the need for, and the way to carry out, training schemes.... Other countries, less advanced than India in establishing a Community Development movement to raise standards of living in rural areas, will find the history and development of training schemes in India, even over the short period since first projects began, of great value in establishing their own schemes. ✓

This book is, in a sense, an off-shoot and fulfilment of this observation in as much as nowhere else is the "history and development of training schemes in India" to be found at present. There is no book from which one gets a comprehensive, much less total, picture of this programme. More than 5,000 teams of Block personnel now operate throughout the length and breadth of the country. Each team comprises various categories of workers, each with different academic attainment, intellectual level, functions and status, necessitating different training Institutes with different content and duration of training. The programme and character of Community Development itself have undergone, during the course of years, many a change with the result that its hand-maid, the training programme, also underwent innumerable and frequent changes, big and small. The piece-meal and fragmentary record of these

changes and developments, scattered at present over a wide field, is a serious hinderance for those, both in India and abroad, who are interested in the study of the programme for training of C.D. workers in India.

It is the aim of this little book to bring in one place the various facets of the programme, with all the important problems it had to face and the changes it had to undergo during its growth spanning over a decade and a half.

The book is divided in four parts. Part I deals with Origin and Growth of the Training Programme leading to the establishment of Training Institutes and the arrangement made for their supervision and management. Part II deals with the various problems encountered and the steps evolved by way of solution through the process of trial and error. Part III deals with the efforts made in the quest for excellence, while Part IV contains an evaluation of what has actually been achieved in relation to what had been hoped for. In the concluding pages an attempt is made to visualize the shape the Training Programme should take in future.

It is my hope that this book will prove of some help to the administrators and students of Community Development, both in India and in other countries. In a wider sense, the programme of training for all workers has a core of common problems and, therefore, the experience gained and measures adopted for meeting the problems of training C. D. workers will, I hope, prove to be a valuable guide for administrators connected with training personnel other than those belonging to Community Development.

In the writing of this book I have had the good fortune to receive generous help, guidance and cooperation from a number of individuals and institutions. I owe a special debt of gratitude to Dr. J.N. Khosla, Director, Indian Institute of Public Administration for his keen interest and encouragement, and for his guidance in revision of the manuscript. I am grateful to Dr. A.P. Barnabas, my guide and Mr. T.R. Satish Chandran, I.A.S., then Joint Commissioner (Training), Ministry of Community Development and Cooperation for their helpful criticism and constructive suggestions, to the Principals of Training Institutes and the Block Staff for responding to my questionnaires, to the Ministry of Community Development and Cooperation, my

employers, for granting me long leave of absence to write this book and for helping me in many other ways, and to the Indian Institute of Public Administration for their financial assistance by way of Senior Research Fellowship. Dr. Douglas Ensminger, Representative Ford Foundation in India, was good enough to accept my request for a Foreword to this book and I am deeply indebted to him for this. While I am grateful to them all, I should add that the responsibility for the observations made and views expressed in this book is entirely mine.

March 15, 1968.

H. R. MAKHIJA

## INTRODUCTION

This book is the result of a study undertaken by Mr. H. R. Makhija on a Senior Research Fellowship of the Indian Institute of Public Administration. It attempts, to put between two covers the major developments in the programme for training of community development personnel in India, and, to evaluate the various phases of its chequered career spread over a period of nearly seventeen years.

Community development movement in India, as indeed in many other developing countries, was initiated with great enthusiasm to assist rural communities to acquire a better standard of living for themselves. The movement aimed to bring about an awakening in the countryside and to release the dormant energies of the people for the achievement of better and fuller living conditions.

The prospective of community development in India seems to have changed considerably during recent years. The achievements of the movement appear to have fallen short of expectations. Obviously there are several factors responsible for such a discouraging outlook. However, it does not seem to be adequately realised that the fruition of results in the field of community development significantly depends on the quality of extension services which in turn is dependent on the nature of training that the extension personnel gets after having been selected for this area of activity.

Training has come to be recognised more and more as an important tool for personnel development in order to cope with the growing complexities of modern organisations dealing with multifarious human activities. The present study high-lights this particular aspect of the community development movement. The Indian Institute of Public Administration is glad to publish this study especially because it is authored by one who is involved in the movement and is also a keen student of public administration.



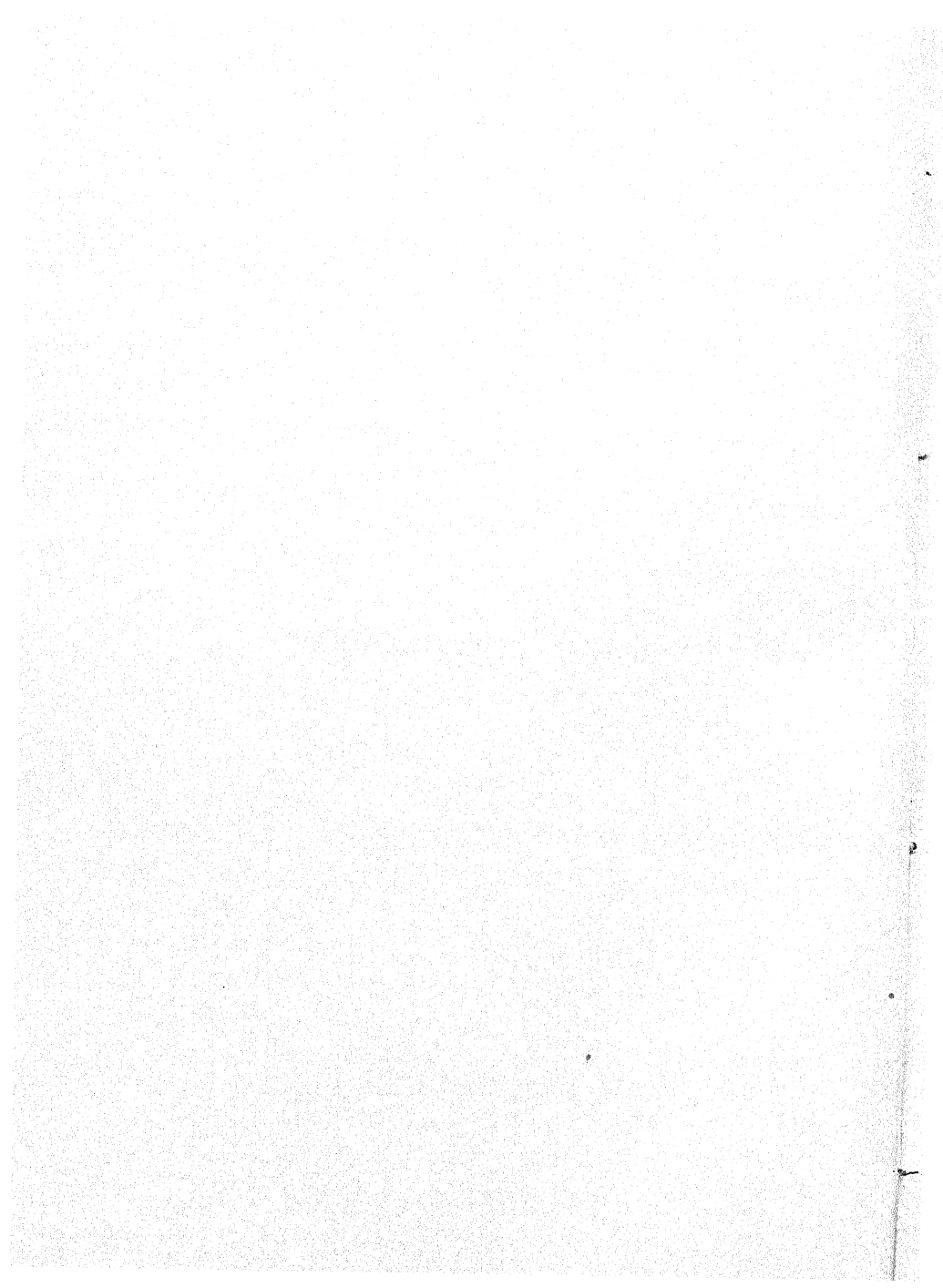
I hope this book will prove a useful source of reference for those interested in the area of community development and also for those engaged in administering programmes of training.

New Delhi  
March 24, 1968

J. N. KHOSLA  
Director

INDIAN INSTITUTE OF PUBLIC ADMINISTRATION

PART ONE  
ORIGIN AND GROWTH



## CHAPTER ONE

### GENESIS AND EARLY EXPERIENCES

#### THE BACKGROUND

Community Development in India, as indeed in other countries, started as a movement sponsored by Government, its overall aim being "to assist in the building of a modern nation, bringing all its potential resources into line with modern political, economic and social standards as established in the majority of democratic countries".<sup>1</sup> The contrast between the magnitude of the goal and the scarcity of the wherewithal for achieving it was overwhelming.

There was, in addition, an inherent contradiction between the philosophy of community development and the methods of governmental administration as then practised. In the pre-Independence days, the primary function of governmental apparatus, had been the collection of revenue and maintenance of law and order. This implied imposition from above. The basic philosophy of community development was the antithesis of this, namely, extension, the slow and steady process of education and stimulation for self-chosen advancement. The officers of government had so far been used to working *for* people : community development implied working *with* people. Sanctity of rules and precedents and their rigid application, which the officers had learnt from their predecessors through successive generations, were incompatible with the flexibility and dynamism demanded by the new situation. Of course, rules and regulations and precedents had their own importance in any system of administration : they could not be completely ignored; but they had to be framed, interpreted and applied in a way that they served, and did not hinder, the developmental effort. In this sense the knowledge of officers about rules and regulations and their experience of administration were a valuable asset, but that knowledge and experience had to be used hereafter

with a shift in emphasis demanded by the context of new tasks to be performed. For this purpose the officers at all levels of the governmental hierarchy needed a bath in the river of Lethe to forget and unlearn some traits of their education and personality, and this river of Lethe was to be nothing else but training.

There is small wonder, therefore, that every country which launched the programme of Community Development resorted to training of Community Development workers, though the content and period of training differed from country to country.

The period and content of any training are ultimately governed by its objectives; different countries defined their objectives differently, and yet underlying this apparent diversity in the objectives of training was an element of unity and identity of purpose. That purpose was to relieve the government servants of the burden of the past in so far as it retarded their efforts for the new kind of work, to widen their mental horizons, and to create in them an awareness of the villagers' real problems and the contribution they could make to their solution. The training also aimed at giving them a sense of purpose, namely, to promote the allround development of the village communities by stimulating local initiative, self-confidence, and self-help. The training was intended to replace the rigidity of mind fixed in the narrow grooves of rules and regulations by flexibility of approach to varying and often mutually-conflicting situations; to give community development workers and workers of other development agencies and technical services a general understanding of community development method, to impart knowledge, to develop proper attitudes and sense of mutual cooperation for a common cause and to give them skill to carry people along with them. Training, in short, was intended to provide a short-hand method of bridging the gap created by lack of experience demanded by the new context.

The sponsors of the Community Development Movement in India were fully aware of the importance of training as a *sine qua non* for the success of the movement. They looked upon training as the key-stone without which other elements of the Movement were liable to fall and break up. In one of their earliest communications to the State Governments the C.P.A.<sup>2</sup> stated that "what is essential is that the project personnel, other Government officials concerned in the area, as well as at the

district and project headquarters should be fully saturated with the concept of community projects".<sup>3</sup> Prime Minister Nehru, who had been an untiring supporter of the movement, was firmly of the view that "if the Community Development Movement, which aims at changing the whole texture of our society, of our thinking and of our actions, ever fails in achieving its objective, it will not be for lack of money, but for lack of trained personnel".<sup>4</sup> Another noted authority, whose patronage and guidance the movement enjoyed right from its inception, said : "I would rather spread the movement more slowly than take into service imperfectly trained Village Level Workers."<sup>5</sup>

It was thus realised on all hands that frustration would be the inevitable result unless the Community Development workers were thoroughly trained for the new kind of jobs they had to perform. Training of Community Development workers thus started simultaneously with the starting of the Community Development Movement.

Even before the first series of projects was started on the 2nd October, 1952, the idea of training was uppermost in the mind of those charged with the execution and promotion of the movement. The picture at that time naturally was in mere outline, the innumerable details in respect of many an aspect of training for various kinds of workers had to come later through the evolutionary process of trial and error. Imparting to workers the knowledge about philosophy and techniques of community development was considered to be the major aim of training. More than three months before the programme was launched, the State Governments were told that :

It seems necessary that the project personnel, other officers of the State Government working in project areas . . . , officers concerned at the District Headquarters, as well as the Technical Officers at the State Governments headquarters, should also be fully acquainted with the programme of community projects, so that they can carry its message and expound its technique to people in the rural areas.<sup>6</sup>

The emphasis in the beginning was on short courses. The short courses had to be resorted to because of the exigencies of the situation. C.P.A., the organisation entrusted with the task of carrying out the programme of Community Development, was established on the 31st March, 1952. Within six

months, *i.e.*, on the 1st October, 1952, it had to turn the blue print into reality by launching the first set of community projects. In this short period a great deal of organisational spade work had to be done, not the least important of which was the recruitment of personnel, of suitable quality and calibre. No trained personnel were available for the job that scarcely had any precedent in magnitude or method. Nor were available the institutes in which they could be sent for training. The instructors also had to be recruited and possibly themselves given some sort of training before they could train others.

The first Development Commissioners' Conference held in May, 1952 was apprehensive of entrusting the work to those who, though otherwise quite experienced, had received no orientation training. As a make-shift arrangement, therefore, the C.P.A. advised State Development Commissioners that, in view of the very short time available they might hold an open forum of 2-3 days for all concerned.<sup>7</sup> In respect of Project Executive Officers, the C.P.A. told the State Governments in April, 1952, that "arrangements are being made for a short course training for these Project Officers at a central place. All officers selected... will accordingly have to undergo this training and qualify for the assignment thereafter."<sup>8</sup> Even though arrangements were under way for the formal institutional training of V.L.Ws. and S.E.Os., there was no waiting for it and a short orientation course was considered necessary for them. Through a letter, in June, 1952, the C.P.A. requested the State Governments to "consider the feasibility of giving the V.L.Ws., who will be on the job on the 1st of October, a short orientation course lasting about a month . . . in some existing institution like an agricultural school or college".<sup>9</sup> Similarly in regard to the Social Education Organisers, the C.P.A. felt that :

. . . If the project is to run smoothly, it also demands that social work in the project areas will be conducted scientifically and on modern lines consistent with our approach to other basic questions. The existing agencies in the country can only provide an extremely limited number of persons of this category who can be put to work in the project areas as an integral part of the organisation without being pre-subjected to rigorous orientation. It has, therefore, been felt imperative that the C.P.A. should organise a *short course* of scientifically

conducted orientation programme to produce a band of social education organisers who can go out in the project areas, fit themselves as integral components of the organisation there and harness the social workers available locally for work on constructive lines as visualised in the community project programme.<sup>10</sup>

The short orientation courses arranged for the V.L.Ws. and the Social Education Organisers were in the nature of a stop-gap arrangement till the institutes envisaged for their training were established and got going. No institutional arrangement was initially intended for training the Project Executive Officers, or their later counterparts, the Block Development Officers. Instead, training for them was envisaged through *ad hoc* short-term courses or Seminars. The first short term course of 25 days for Project Executive Officers was held at Nilokheri (Punjab) in July/August, 1952. The course was inaugurated by Prime Minister Nehru through a talk to the trainees from Delhi over the All India Radio.

One year after the C.P.A. had informed the State Governments in June, 1952 of its proposal to hold a short orientation course for Project Officers, the Second Development Commissioners' Conference held in April, 1953 recommended that :

State Governments would organise short-term orientation and training courses for Project Executive Officers and Assistant Project Officers, with the assistance of the Community Projects Administration wherever necessary. It will be desirable that a part of this training be conducted in an extension training centre along with the Gram Sevaks.<sup>11</sup>

And the C.P.A., accepting the recommendation, requested the State Governments to "take up the question of giving short-term orientation and training to the Block Development Officers ... at an Agricultural Extension Training Centre for a period not exceeding three months".<sup>12</sup>

Though the upper time limit of the orientation course was set at three months, no lower limit was set. The contents of training, even in broad outline, were not indicated. All the details were left to the State Governments, who in turn, perhaps left them to the Training Centres.

All this lends weight to the feeling that, unlike the case of S.E.Os. and V.L.Ws., ideas in regard to institutional training of



Project Officers and Block Development Officers had not crystallized. It is significant that the First Annual Report of the C.P.A. for 1952-53, mentions the establishment of 27 training centres for the training of Village Level Workers and five training centres for the training of Social Education Organisers. It makes no mention, however, of the proposal for setting up Institutes for the training of Project Executive Officers/Block Development Officers.

### SEMINARS

Thus all that was considered necessary then in regard to Project and Block Development Officers was training through short orientation courses. This was, a little later, supplemented by short regional Seminars attended not only by the Project Officers and the Block Development Officers, but also by selected personnel at various echelons of the Community Development hierarchy from the Village Level Worker up to the Development Commissioner, besides the Principals of Extension Training Centres, Officers of the Programme Evaluation Organisation, Officers and Advisers of the C.P.A. and representatives of the Ford Foundation and the T.C.M. The object of these Seminars was to bring together supervisory and technical personnel engaged in Community Projects to enable them to pool together opinions and ideas, with a view to promoting common understanding, encouraging group thinking, and identifying and accepting successful methods of approach to village problems. Starting with the first Seminar for the Northern Zone, held at Batala from 26th to 28th November, 1953, four other such Seminars were held at Gandhigram, Rajgir, Aurangabad and Almora. These seminars were followed by a second series of seminars held in the year 1954-55 in six places—Mysore, Panchmarhi, Panna, Bhubaneswar, Udaipur and Agra. These seminars were intended mainly for the District Officers but they were attended also by non-official members of Project Advisory Committees, Gandhian Constructive Workers, heads of various welfare departments of the Government, etc. At the same time as the work of Community Projects progressed and experience began to accumulate, it became more and more clear that seminars, though useful as an instrument for exchange of views and experiences of workers in a common cause, were no substitute for the more settled and more enduring training

at a training Institute. It is the atmosphere of the academic institute that conditions the mind to receive and absorb all that is meant to be conveyed to the trainees.

In the wake of this realisation, three Centres for the training of Block Development Officers were set up in April 1954, and their number was increased as and when necessary. Though the training of Block Development Officers was institutionalised in this way, yet the Seminars, as a second string to the bow, continued as a supplementary means for training of all kinds of community workers.

Following the pattern of the five regional seminars, a number of intra-State and inter-State Seminars were held in various parts of the country, some of them for some specific category of technical staff but most of them were general kind of Seminars in which Community Development workers of various levels participated, as also the people's representatives. These Seminars continued for a number of years but emphasis on them gradually decreased as the training of various categories of community development workers came to be more and more institutionalised.

#### TRAINING INSTITUTES

##### *Village Level Workers and Social Education Organisers*

The institutes for the training of V.L.Ws. and S.E.Os. were the first to be set up : in fact a number of centres for the training of V.L.W.s had come into being even before the launching of the programme of Community Development. The Training Centres for these two categories of workers came to be established ahead of others because these workers were a sort of new invention in the traditional administrative organisation. They had a new set of functions to perform and there were no institutions in the country which could cater to the training of these workers.

##### *Block Development Officers*

The Project Executive Officers/Block Development Officers were proposed to be recruited from the existing administrative services and it was then thought that regular Institutes like those for V.L.Ws. and S.E.Os. might not be necessary for them. Nevertheless, it was considered necessary to give them some orientation training so as to develop in them the right outlook

and approach for working in rural areas. This orientation training had necessarily to be of a short duration, not only because of the past experience of these functionaries, but also because they were required to be sent urgently to the front line for the grim fight against ignorance, disease and poverty. This short-term orientation training could be imparted either through *ad hoc* Seminars or similar arrangements.

It was clear that the programme of orientation training of these personnel would have to be continued for a number of years. The *ad hoc* arrangements were, therefore, not of much use ; the impossibility of getting regular instructors of the required calibre and the absence of the educational atmosphere associated with regular institutes would surely have affected adversely the quality of training. The regular training institutes on the other hand, ensure to the instructors a sort of *terra firma* and a sense of belonging and of continuity ; to the trainees the benefit of an atmosphere that conditions the mind to the purpose of training. It, therefore, seems but right in retrospect that orientation training for PEOs./BDOs. and others was institutionalised without much loss of time.

### *Health Personnel*

Three Orientation Centres for the training of Health Personnel were started in 1953, under the administrative control of the Ministry of Health. They were located at Singur in West Bengal, Poonamallee in Madras and Najafgarh in Delhi. Besides the training of Health Personnel, these Centres were also given the function of training the Instructors teaching health-subjects at the Extension Training Centres. The first course of training for Health Instructors, in which ten Instructors were trained, was held at Singur from 15th November, 1953 to 15th January, 1954. The first six weeks' course for Orientation training of Health Personnel started at Poonamallee and Najafgarh Centres on the 15th February, 1954 and at Singur Centre on the 15th March, 1954.

### *Extension Officers (Cooperation)*

Under the Scheme drawn up by the Ministry of Food and Agriculture in 1955, it was decided to set up eight training centres for the training of Block Level Cooperative Officers. The

period of training was fixed at ten months, with a one month mid-term vacation; but this period was found to be too short and towards the end of 1956, it was extended to 11 months, with one month's mid-term vacation.

In October 1961, the Conference of State Ministers of Co-operation recommended that the responsibility of cooperative training and education, hitherto exercised jointly by the Reserve Bank of India and the Government of India through the Central Committee for Cooperative Training, should be exclusively in the hands of non-official cooperative organisations. In pursuance of this recommendation the National Cooperative Union of India constituted in July 1962 the Committee for Co-operative Training which continues to function till this day.

### *Extension Officers (Industries)*

In 1954, the C.P.A. were holding consultations with the Ministry of Commerce and Industry for the training of Block Level Extension Officers (Industries). The outline of the Second Five Year Plan, then being considered, indicated clearly that considerable emphasis would be placed in the Second Plan on the promotion of cottage and small-scale industries. It was, therefore, considered necessary that Community Development workers, in general, should be given some background of this important item of work in rural areas, and also that there should be an Extension Officer at the Block Level for the promotion of village industries. The Annual Conference of Development Commissioners (1955) considered the problem and recommended that "whereas the ultimate aim would be to have one officer in every N.E.S. Block for cottage and small scale industries, to start with the actual number to be appointed would be limited to the training facilities being laid down".<sup>13</sup>

Arrangements were made shortly thereafter for the training of these officers. The first course of training began at the four regional Small Scale Industries Institutes at Faridabad, Bombay, Madras and Calcutta and the two Vidyalayas at Nasik and Ahmedabad, run by the Khadi and Village Industries Commission. The duration of the former course was six months and that of the latter one year.

The programme, however, did not make much headway on account of financial difficulty. In October, 1956 the Ministry of

Commerce and Industry decided to share 50 per cent of the expenditure on the salaries of all additional officers employed by the State Governments as part of their Industries Department set-up, *inclusive of* the Block Level Extension Officer (Industries). That Ministry also decided to share 50 per cent of the expenditure on salaries and allowances (excluding Travelling Allowance) of these officers during the period of their training. This, it was hoped, would remove one of the major difficulties of the State Governments in recruiting the required number of Industries Extension Officers. Partly in view of this measure and partly in pursuance of the recommendations of the Fifth Development Commissioners' Conference held at Nainital in May, 1956 to expand the training facilities for these Extension Officers and to give them a common course of integrated training, it was decided in November 1956 to reduce the course at Small Industries Service Institutes from 6 months to 4 months and that at the Khadi Gram Udyog Mahavidyalaya from 12 months to 8 months, so as to have an integrated training programme extending for a total period of 12 months. The administrative control of this training vested with the Ministry of Commerce and Industry.

The role and training of Extension Officers (Industries) was examined in 1962 by a Committee, under the chairmanship of Shri G.V.K. Rao. The Committee found that the training of these workers at two institutions involved duplication of effort and overlapping of subjects and that instruction given at one training centre was often at variance with that imparted at the other : the trainee got lost and found it difficult to assimilate what appeared to him mutually contradictory and irreconcilable concepts. In pursuance of the recommendation of this Committee, the Government issued instructions in May 1965 to start two integrated Training Centres for Extension Officer (Industries)—one at Rajendranagar (Hyderabad—Andhra Pradesh) and the other at Nilokheri (Punjab, now in Haryana State). These two integrated Training Centres have now replaced the training at Small Industries Service Institutes and Vidyalayas of Khadi and Village Industries Commission.

### *Gram Sevikas*

It was decided in 1954 to have two Gram Sevikas in each

Block and to give them training at Home Science Training Centres. As a first instalment, the Ministry of Food & Agriculture sanctioned in 1955 the setting up of 25 Home Science Wings to be attached to the existing Extension Training Centres in various States. Each Home Science Wing had a capacity of 20 trainees per course, the duration of the course being one year. That Ministry also sanctioned two more Centres, one at Indore to be run by Kasturba Trust and the other at Amravati to be run under the auspices of Shivaji Educational Institute. The number of these Institutes was later increased to cope with the increased demand.

### *Multi-purpose Rural Overseers*

In the case of multi-purpose Rural Overseers, the training given them in the Engineering Schools for Overseers was found to be not related to the requirements of the work in rural areas. Therefore, some kind of training for these functionaries became necessary. It was originally thought that the C.P.A. should approach the Ministry of Education for the re-orientation of the courses in the existing engineering institutions or to open new institutions for this specific purpose; but the view ultimately prevailed that the State Governments themselves should get in touch with the existing engineering institutions for examining the possibility of such multi-purpose training for rural overseers.

### *Block-Level Progress Assistants*

Another category of staff that was included in the block team—though rather late, in July, 1956—was the Block Level Progress Assistant. He was required to handle administrative intelligence work of the Block so as, first, to relieve the other subject-matter staff of the duty of compiling reports and returns and, second, to improve the quality of the reports compiled at the Block Level. The nature and range of statistical work to be done by these Progress Assistants was considered so important, and, therefore, training for them considered so necessary, that without it—so it was thought—the very purpose of appointing them would stand defeated. Therefore, the letter from the C.P.A. asking State Governments to appoint Block Level Progress Assistants also contained a detailed note in regard to the arrangements for their training and the syllabus therefor. The responsibility for their training was entrusted to the State Statistical Bureaus.

The period of training was placed at six weeks and its object was stated in these words :

The object of training will be to provide the Progress Assistants a working knowledge of practical statistics in relation to the Community Development and National Extension Service Programme and to assist them in developing a uniform system of reporting, processing, compilation and analysis of data. Actually important is the need for uniform interpretation of the C.P.A. schedules, etc. by the Progress Assistants at the Block Level. If the instructions are not understood or followed properly, defective statistics are likely to be furnished by the persons working at the base and, in that event, the very object of the analysis—however scientific at the higher levels—will be defeated. This may prove quite dangerous particularly when inter-State and inter-Block comparisons are involved.<sup>14</sup>

Thus were the various Institutes set up for different categories of Community Development personnel. As a supplement to this institutional training, a great deal of stress was also laid on informal training through Seminars and Conferences, Study Tours (both in and out of India), Study Circles, Refresher Courses, Departmental tests, etc.

## CHAPTER TWO

### ORGANISATION AND MANAGEMENT

#### ADMINISTRATIVE AGENCIES

What should be the criteria for selection of agencies for carrying out the programme of training? Should the programme be administered by the State Governments, who were responsible for the general implementation of the overall programme of Community Development? Or, should it be the responsibility of the Central Government? If it was to be the responsibility of the latter, should the training of all categories of personnel be administered by one single organisation, namely, the C.P.A.? Or, should it be the responsibility of the respective subject-matter Ministries? Again, to what extent should the Central Government hold control of the training institutions? Should it retain full control of the day-to-day administration even in matters of minor detail? Or, should it confine its function to the providing of funds and guidance in policy matters?

These were the probable courses available to the C.P.A. when the different programmes of training were being launched. Unlike various other aspects of Community Development programme that were discussed threadbare in various forums like the Annual Conferences of Development Commissioners, *ad hoc* Committees and so on, these questions do not appear to have received a collective thinking in this manner. One of the reasons may be that the State Governments were content to leave the problems of training entirely in the hands of the C.P.A.

One of the assumptions on which the C.P.A. appears to have proceeded was that the State Governments will not be able to initiate and carry on the training programme exclusively on their own. A clue to this view can be had from the address of Shri S.K. Dey<sup>1</sup> to the Second Development Commissioners' Conference on Community Projects held in April, 1953. "Well", he said, "there has been some objection from the State Governments—



indeed a great deal of reluctance—against the basic training programme. They feel, perhaps rightly, that they require a considerable amount of money for establishing the training centres. It is to assist the State Governments that the Central Committee have decided to spend certain amount as grants-in-aid, recurring as well as non-recurring for the starting of these basic training centres.” Be that as it may, it appears, in retrospect, to be extremely fortunate that such a gigantic programme as training of Community Development Workers was initiated by the C.P.A. It continued to play a pivotal role in its implementation, either directly or through other Central Ministries, or State Governments. To this role is due much of the credit for the steady growth of this programme over a number of years.

Such a growth would not have been possible if the entire programme of training had been left to the resources of State Governments. For example, in regard to the limited programme for training of Village Level Workers through Extension Training Centres, for the implementation of which State Governments were mainly responsible, a number of shortcomings came to notice. It was reported to the Development Commissioners’ Conference (1955) that “the 18 months’ duration of the course prescribed for Village Level Workers—one year for Basic Agriculture followed by 6 months for Extension—is not being uniformly observed by the State Governments. In certain cases the course has been reduced to about 12 months. . .”<sup>2</sup> And the same Conference, which considered this question, recommended that “the training course should under no circumstances be reduced to less than 18 months”.<sup>3</sup> Then, there was lack of coordination in the administration of the programme by the State Governments. It was reported to this Conference that “the Extension Training Programme generally continues to be under the Development Commissioner while the basic Agriculture Training Programme is taken care of by the Department of Agriculture. In one particular State, the control of the Extension Training Centres is also divided between the Development and Agriculture Departments.”<sup>4</sup> In this case also, the Conference came to the conclusion that the “administrative control of the Centre for basic training and extension training should be vested in an (*sic*) single authority in the State”.<sup>5</sup> Again :

Regarding the facilities for training in extension of the Block

Level Specialists in Agriculture and Animal Husbandry, necessary sanctions had been issued by the Ministry of Food and Agriculture sometime back for setting up 17 wings along with existing Extension Training Centres. They have also proposed another 16 such wings during the Second Five-Year Plan to meet the requirements. Very few States have, however, effected this expansion. Against total number of 1585 Block Level Officers in position as on 31st December, 1954, only 973 have been trained so far. Besides there, are cases where the training of Block Level Specialists is proposed to be carried out independently of the Extension Training Centres even though it was originally recommended that the training of Block Level Specialists should be carried out along with the Village Level Workers so that they can mutually understand each others' difficulties and establish a relationship which would be helpful when they are both working in the field.<sup>6</sup>

These instances lead one to the conclusion that the shortcomings would probably have been far greater if the programmes for training had been left to the State Governments.

At the level of the Centre, the C.P.A. did not wish to take up responsibility for the training programmes; it wanted to assume for itself the role of a catalyst and co-ordinator. It was of the view that training in specialised fields can be provided best by the subject-matter Ministries. The Ministry of Food & Agriculture had taken up the responsibility for training of Village Level Workers. On this analogy the training of Health personnel was entrusted to the Ministry of Health, of Extension Officers (Industries) to the Ministry of Commerce and Industry, of Extension Officers (Cooperation) to the Ministry of Agriculture, who were then dealing with Cooperation. When the subject of Cooperation was transferred from the Ministry of Agriculture to the Ministry of Community Development, the latter Ministry also assumed responsibility for the training of Extension Officers (Cooperation). The position was aptly summed up by Shri S.K. Dey, in his address to the Fifth Development Commissioners' Conference in May, 1956 :

In the field of training C.P.A. has set up quite a number of training centres. C.P.A. do not wish to take any executive programme. The Ministry of Food and Agriculture was

good enough to take up the programme of the Village Level Workers, Agricultural Extension Officers, and the Gram Sevikas. The Ministry of Health were prepared to take up the training programme for all public health workers and the Ministries of Production and Industries are prepared to take up the work of training our officers in village industry. But in the field of Block (Development) Officers in spite of our efforts we could not persuade the Home Ministry to take up the work of training on our behalf. The Education Ministry had some difficulty in taking over the programme of Social Education.<sup>7</sup>

And so the training of Block Development Officers and of Social Education Organisers, both men and women, remained to be the direct responsibility of the C.P.A., later the Ministry of Community Development and Cooperation. The training of all other workers was taken over by the subject-matter Ministries.

This long-standing arrangement underwent a fundamental change at the hands of the Annual Conference on Community Development held in August 1966. The Conference felt that whilst central management of the intermediate level training institutions might have been appropriate in the formative stage of the C.D. programme, the changed context called for a modification of this arrangement. The Conference took note of the facts that the concept of Community Department and its implementation was by now an accepted feature of the administrative scene and that the training needed to be related more closely to the considerable variation that existed from State to State in the pattern of Panchayati Raj. The changed context underlined the need for a sharper focus on local administration. Under these circumstances, the Conference recommended that the State Governments be entrusted with the implementation of the training programme at the intermediate level, and that the present intermediate level institutions should be replaced by composite training centres at the rate of roughly one in each State to be run by the State Governments concerned. The control of O. & S. Cs. was accordingly passed on to the respective State Governments on the 1st April, 1967.

The position at present is that a few centres are run directly by the Union Government through the appropriate Ministry,

many others by the State Governments and yet some others by the non-official agencies with financial assistance and guidance from Government.

What are the factors that have influenced the choice of a particular agency for running a particular institute? The choice of any training institute obviously depends on a number of factors such as the background and standing of the agency concerned, its capacity to provide or attract competent teaching and supervisory staff, the availability of teaching and residential accommodation and of equipment, land, water, electricity and so on. It appears that subject to these broad criteria the approach of C.P.A., instead of being rigid, has been extremely flexible and pragmatic. If anything, the C.P.A., with all its emphasis on people's participation, has been inclined in favour of entrusting the training programmes to the non-official voluntary agencies provided there was firm assurance of their capacity to provide training of the required standard. This was an important condition, which could not be compromised; and in case there was the slightest possibility of doubt, the C.P.A. adopted the safer course of taking that particular Centre under its own direct charge.

## SUPERVISION AND GUIDANCE

### *A. Central Level*

The responsibility for administering the training programme of various categories of workers vested with different Ministries of the Central Government. There was, however, no compartmentalisation of these individual programmes. On the contrary, there was the closest collaboration and co-ordination at every step among all the agencies concerned, with the C.P.A. playing the co-ordinating role. The machinery for the supervision and guidance of the training programmes was so designed as to ensure repeated exchange of ideas as well as checks and re-checks on matters of policy and programme-execution. Supervision and guidance came from various bodies, regular or *ad hoc*, and of the former mention may be made, of the Central Committee, the Inter-Ministry Co-ordination Committees, the Annual Conferences on Community Development, the Annual Conferences of Principals and Directors of the respective Institutes, the Central Institute of Community Development, the Advisory Board

on Training (later re-designated National Council of Study and Research in Community Development) with its Standing Committees, the State-Level Co-ordination Committees, and the Managing Boards. Most of these bodies were intended for a larger sphere, of which training was only a part. Among the *ad hoc* bodies mention may be made of the Estimates Committees of Parliament (1956-57) and (1965-66), the Expert Committee on Training of Project Personnel (1955-57), the U.N. Evaluation Mission (1958-59), the High Level Team on Training (1960-61), the COPP Team for Study of Community Projects (1957), besides a large number of syllabus Committees. Moreover, the C.P.A. had also been seeking the views of many individual experts : among them mention may be made of Mr. M.L. Wilson, Mr. Carl C. Taylor, and Mr. T. R. Batten.

In the early stages of the programme, the C.P.A. looked a great deal for guidance to the Central Committee. Such sentences as "the Central Committee (Planning Commission) has placed considerable emphasis on the need for adequate training for Village Level Workers,"<sup>8</sup> and "the Central Committee had recommended to the State Governments the following criteria for selection of V.L.Ws.,"<sup>9</sup> frequent the pages of early C.P.A. literature. The Community Development programme was, however, developing fast in content and magnitude and it became difficult, for such a high powered body as the Central Committee to pay attention to matters of detail. The training programme was thus increasingly denied the guidance of the Central Committee, but compensation was sought by exposing it to a frequent review of individual experts, expert Committees and various Conferences.

**The Expert Committee on Training :** In their report on the second year's working of Community Development, the Programme Evaluation Organisation suggested the appointment of an Expert Committee to review in a comprehensive manner the entire programme for the training of Gram Sevaks and other Community Development Workers, including content, organisation, selection of trainees, and inspection and evaluation of training centres. The C.P.A. also, in their Agenda Notes, had proposed before the fourth Annual Conference of Development Commissioners held in May, 1955, that the Conference "may appoint a small committee to study the working

of the various Training Centres and make suitable recommendations to improve the training programme".<sup>10</sup> The Conference considered the suggestion and recommended that "a committee should be appointed by the C.P.A. to examine the entire field of the training programme."<sup>11</sup> In pursuance of this recommendation, the C.P.A., through an order on the 15th October, 1955, appointed an Expert Committee, comprising a non-official as Chairman and three officials as Members.<sup>12</sup>

The terms of reference of this Committee were :

(a) to examine the entire subject of training, both initial and follow-up, and make suitable recommendations in respect of the following categories of project personnel : (i) Gram Sevaks, (ii) Gram Sevikas, (iii) Social Education Organisers, (iv) Block Development Officers, (v) Health personnel (Orientation Training), (vi) Block Level Subject Matter Specialists, (vii) Extension Officers in Cooperation, (viii) Extension Officers in Cottage Industries (including Village Industries) and (ix) Miscellaneous, e.g., Multi-purpose Overseers.

(b) the examination would include : (i) Method of selection of trainees, (ii) Contents of the training, (iii) Organisation of the Training Programme, (iv) Inspection of Training Centres, and (v) Evaluation of the Training Programme.<sup>13</sup>

The Committee was required to submit its report in about six months, but it actually took about 20 months to do so. The main reasons for the delay were the preoccupation of the members of the Committee with their own normal work and delay in receipt of answers to the Questionnaire from some of the training Institutions and State Governments. In the words of the Committee :

Because of the preoccupation of the members of the Committee with their own other work, it was not possible for the Committee to visit the training institutions as a body. The members individually visited as many training institutions as they could, but mainly because of the pressure of other work they were not able to see for the specific purpose of the work of the Committee all the training institutions. Nor were answers to the questionnaires received from everyone of the training institutions and State Governments. A considerable time has elapsed since the appointment of the Committee. We think that, with the information available,

certain broad recommendations can be made. We have, therefore, not waited till we are able to visit all the training centres throughout the country and till all the replies to the questionnaire are received.<sup>14</sup>

Notwithstanding these difficulties, the Committee, while appreciating the good work done at the training institutions in the circumstances then obtaining, was able to point out many shortcomings and to make a number of suggestions. Most of these suggestions, which were accepted and implemented by Government, helped to set the training programme on a more sound footing, to give it the right direction and to promote its healthy, vigorous growth.

**The COPP Team :** The terms of reference of the Expert Committee on Training of Project Personnel were specifically related to the training programme. This Committee was working through 1956 and first half of 1957 and submitted its report in July, 1957. There was, at the same time, a Team, appointed by the Committee on Plan Projects, for the study of Community Projects and National Extension Service. The Team with the late Shri Balwantray G. Mehta as Leader, was appointed on the 16th January, 1957 ; and it submitted its report, popularly known as the COPP Team Report, in November, 1957, that is, about four months after the Expert Committee on Training submitted its report. One of the terms of reference of this Team was "the assessment of the requirements of personnel for Community Projects and National Extension Service and examination of existing training facilities in order to meet the growing requirements of personnel for extending the coverage of the programme".<sup>15</sup> The report of this Team, in as much as it covered the training programmes, deals with the same subjects that were dealt with by the Expert Committee on Training, namely, criteria for the selection of various types of project personnel, the syllabuses, the methods of training, inspection and evaluation of training centres and ways and means of improving the quality of training. The recommendations of these two bodies, one coming close on the heels of the other, helped government very greatly to streamline the training programme.

**The U.N. Evaluation Mission :** About a year later on the 7th December, 1958 a United Nations Mission arrived, at the invitation of the Government of India, to study and

evaluate the programme for Community Development. The Mission studied the programme for four months and then left for Rome to write its report. "Under its terms of reference," to quote from the report of the Mission itself, "the Mission held a broad assignment to assess the results so far achieved by the Community Development Programme in India, its basic objectives, its actual impact on the process of general development and of changing attitudes in the villages, and its capacity to contribute to the economic advancement of the country.<sup>16</sup> As a part of this assessment, the Mission made a study also of the training programme for Community Development and paid to it the most handsome tribute. It said :

Probably no single aspect of community development work in India has received more attention than the need for, and the way to carry out, training schemes. To this keen interest has been added expert advice and personnel through international and foreign aid. Other countries, less advanced than India in establishing a community development movement to raise standards of living in rural areas, will find the history and development of training schemes in India, even over the short period since the first projects began, of great value in establishing their own schemes. No small part of the value will lie in examining the criticism and evaluation of training schemes by Indian and foreign experts.<sup>17</sup>

And yet, the Mission had to point out many shortcomings in the method of executing the training programme. Unlike the Expert Committee on Training and the COPP Team, the U.N. Evaluation Mission did not go into the problems of recruitment, education and experience of trainees, etc., etc.; presumably because it wanted to avoid the ground already covered by the earlier two bodies. Nevertheless, the Mission did cover, with somewhat greater emphasis, such aspects as training for upward mobility, relationship between the basic training and orientation training for V.L.Ws., the much too heavy syllabuses in relation to the time available, location of training centres, training for specialized fields, methods of training, and ways and means of strengthening the training programme still further. The special value of the report of the U.N. Evaluation Mission lay not only in the fact that its members were the world authority in the field of community development but also because their



suggestions were backed by their experience in other parts of the world. Their report, so to say, provided the windows which opened out new vistas and new horizons ; and served to inject a new dynamism into the making of policy and its execution.

**The Batten Report :** Like an anxious mother who is showing her child to everyone, for advice about its health and welfare, the Ministry of Community Development was looking out for every opportunity for having its training programmes critically examined. Its appetite for more and more suggestions for further improvement of the programme grew stronger with every dose of suggestions it received. Three months after the U.N. Evaluation Mission left the shores of India, the training programme was being examined by another expert on Community Development, Mr. T.R. Batten, who was in India from 9th June to 20th July, 1959. In his report<sup>18</sup> Mr. Batten emphasised the fact that no training could be effective or of lasting value if it was treated merely as an administrative process under which "directives are issued, targets fixed and pressure exercised from the top". He cautioned against distortion of the training programme by "the exceedingly large and impracticable syllabuses imposed on the trainees and instructors" ; syllabuses "which include detailed instructions for almost every working hour of the training course". He deprecated the tendency to assume "that the people undergoing training are, so to speak, so many empty bottles into which the trainer can pour largely by means of lectures, the desired attitudes, knowledge and skills". He traced this attitude to the fact that "the Ministry lacks faith in its training staff ; and the training staffs lack faith in the willingness of the trainees to work at their own training". He, therefore, suggested "the relaxation of too rigid and directive central control to allow more local experimental development and secondly, the provision of some much more effective training in the use of discussion method by trainers." Not that the Ministry of Community Development and Cooperation were not aware already of these shortcomings but their efforts were circumscribed by certain difficulties inherent in the situation ; the trainees as well as the trainers were the product of an educational system in which the pride of place was given to memorising things, the number of persons to be trained was much too large, and the available training time

much too short (both the factors being determined by the rapid and accelerating expansion of the community development programme from year to year).

**The Advisory Board on Training :** The widening coverage of the country with C.D. and N.E.S. Blocks was, however, only one aspect of the programme. The other aspect was the ever-increasing involvement of the people. This second aspect presented itself with a more forceful reality, when the subject of village Panchayats was transferred in March 1958 from the Ministry of Health to the Ministry of Community Development and Cooperation. Seven months later, in October, 1958, the Fourth Meeting of the Central Council of Local Self-Government recommended that "Panchayats should be accepted as the sole institution which should assume the total responsibility of village development,"<sup>19</sup> and that for this purpose, "not only should they be financially assisted but also delegated adequate power and authority so as to discharge their responsibility efficiently".<sup>20</sup> One year later, on the 1st October, 1959, Rajasthan introduced statutory democratic decentralisation, now almost universally known as *Panchayati Raj*, with its three-tier system, namely, the village Panchayat, the Panchayat Samiti and the Zila Parishad. Andhra Pradesh followed suit in November, 1959 and it was expected that the entire country would stand covered with *Panchayati Raj* in the next two or three years.<sup>21</sup> This meant the transfer of power and authority to a vast number of people at the grass-roots. To ensure that the people's representatives understood their obligations and used their power and authority properly and efficiently, elaborate schemes were drawn up for their orientation and training.<sup>22</sup> Such a tremendous undertaking could not, the Ministry thought, be carried out effectively without active support and guidance of a high level advisory body, which should meet from time to time to review the training programmes and make suggestions for their improvement. The Ministry, therefore, set up in August, 1960,<sup>23</sup> an Advisory Board on Training, consisting of 19 members of Parliament, eight prominent non-officials, nine officials of various Central Ministries, Deputy Minister and Parliamentary Secretary of Union Ministry of Community Development, besides the Union Minister of Community Development as Chairman. The Board had as its terms of reference : (a) to keep

under review the training programme of the Ministry and study ways and means of improving the quality and content of training of both officials and non-officials, and (b) to effectively organise, supervise and guide the training and education programme undertaken by the Ministry.

The Advisory Board held its first meeting on the 4th September, 1960, when it decided to constitute itself into three Sub-Committees, one each for : (i) Central Institute of Study and Research in Community Development, (ii) Orientation and Study Centres and other Training Centres at the National and State Levels, and (iii) Study and Orientation programme at the District Level and below.

The need for these Sub-Committees was based on the apprehension that it may not be possible for the Board to meet more often than once a year. The Sub-Committees, it was envisaged, could meet more frequently, about once in three months.

The Ministry were, however, not fully satisfied with the working of the Board or with the results achieved. In the words of the Ministry, "the Advisory Board during its existence of over eighteen months has been able mainly to attend to reviewing the existing training programme, and has found it difficult effectively to organise, supervise and guide the training programme adequately."<sup>24</sup> It may be that this gap between the expectations and the results actually achieved was due to the fact that for 21 months, after its first meeting on the 4th September, 1960, no meeting of the Board was called.

**The National Council for Study and Research :** Be that as it may, some more vitality in the working of this advisory body was surely called for. The Ministry, therefore, decided to dissolve the Advisory Board, or rather to reconstitute it into a new body, which was to be known as the "National Council for Study and Research in Community Development and Panchayati Raj". The National Council had as its President the Minister of Community Development and Cooperation, and its membership was enlarged so as to include members of Parliament, prominent non-officials and representatives of important non-official organisations, officers representing selected Ministries and official organisations and a representative each from five selected State Governments. The tenure of office of all the members of the National Council was fixed at three years, except the

State representatives, whose term of office was put at one year ; the idea being to ensure the representation of the opinion of all State Governments through rotation.

For a more convenient transaction of business, the Government Resolutions constituting the National Council, provided for a Standing Committee of the National Council, with the Minister for Community Development and Panchayati Raj as Chairman, the Deputy Minister as Vice-Chairman, three official Members of the Council including the Member-Secretary and four Non-official members of the National Council to be elected by the Council. This was an advancement over the constitution of the former Advisory Board on Training, which did not have any such Standing Committee.

The functions of the National Council, to quote them in full, were :

- (a) to advise the Ministry on general policies relating to training under Community Development programme ;
- (b) to coordinate training of Community Development and Panchayati Raj personnel ; and
- (c) to assist the Ministry in implementing various training programmes falling within the executive jurisdiction of the Ministry of Community Development and Cooperation (Department of Community Development and Panchayati Raj), and in particular—
  - (i) to review from time to time the policies of training of different categories of personnel—official as well as non-official—engaged in the Community Development and Panchayati Raj movement and to advise the Ministry on policies to be adopted in this regard ;
  - (ii) to prescribe the content of training, the organisation and operation of training programmes both institutional and non-institutional ; determine duration of courses, techniques and methods of training ;
  - (iii) to administer and implement the training programme within the executive jurisdiction of the Department of Community Development and Panchayati Raj, and to set up new training institutions for this purpose, wherever necessary ;
  - (iv) select and recognise non-official or private agencies for purposes of training of a particular category or categories

of persons, and to grant financial assistance to these agencies;

- (v) to provide coordination in matters common to all training programmes, and to review the arrangements for coordination on training between the various Ministries and to suggest improvements;
- (vi) to recommend qualifications and mode of selection for the trainees and other staff of the various training institutions;
- (vii) to arrange for periodical supervision and guidance of training institutions falling within the executive jurisdiction of the Department of Community Development and Panchayati Raj to ensure that the standards prescribed by the Council are followed; and
- (viii) to advise the Ministry on any other matter pertaining to training that may be referred to them by the Ministry.

The functions assigned to the National Council were perhaps much too ambitious, more than what could reasonably be expected from its members, coming as they did from vast and varied walks of life and busy as they were with their own normal pursuits and activities. The National Council did not, except to the extent of merely scratching the surface, take up such functions as prescribing the content of training, organising and operating training programmes, determining the duration of courses as well as techniques and methods of training, administering and implementing the training programme, selecting and recognising non-official or private agencies for training of personnel and granting them financial assistance for the purpose, etc., etc.. These functions really belonged to the Ministry and the National Council could, at best, assist it in these matters. The chief advantage of the National Council on Training—and its predecessor the Advisory Board on Training—lay in the fact that its members, distinguished in their respective field, brought to bear on the official training programmes a new approach, a wider perspective, a broader outlook, a breath of fresh air, so to speak, that helped the prevention of miasmatic stagnation. However, unlike its predecessor, the National Council exhibited greater vigour and vitality in its work : the Council as well as its Sub-committees met at more frequent intervals and advised the Ministry on matters that were referred to it for consideration.

The term of the National Council expired in June, 1965, but it was reconstituted with more or less the same membership and functions.

**National Committee on Training in Community Development and Extension :** Shortly after the Ministry of Community Development and Cooperation had set up the National Council of Study and Research in Community Development, the Department of Agriculture also constituted a Committee called the "National Committee on the Development of Extension Training Programme".<sup>25</sup> With the Director-General, Intensive Agricultural Areas as its Chairman, the Committee comprised 18 members, eight of whom were officials, five non-officials besides representatives of U.S.A.I.D., Ford Foundation and Rockefeller Foundation. The terms of reference of this Committee were :

- (a) to provide technical content for developing 'Package of Practices' ;
- (b) to develop a pool of technical personnel to assist the States in planning, organising and expediting Intensive Agricultural Areas training programmes and other activities ;
- (c) to serve as a 'Clearing House' for information materials ;
- (d) to review the progress of training programmes in different States ;
- (e) to arrange National 'Workshops' and Training programmes for administrators and technicians at various levels ; and
- (f) to act as a coordinating body for training programmes for Central Government.

Concerned as these two bodies—one set up by the Ministry of Community Development and the other by the Ministry of Food and Agriculture—were with training of workers for community development, an element of duplication was inherent in their functions. The duplication became still more incongruous when the Ministry of Food and Agriculture and the Ministry of Community Development and Cooperation were merged into a single Ministry in early 1966. The logic of this revised organisational set-up was the constitution in March 1967 of a single advisory body on training, called the National Committee on Training in Community Development and Extension.<sup>26</sup> Consequent upon the setting up of this single Committee, the National Committee on the Development of Extension Training Programme

was dissolved. By then the term of the National Council set up by Department of Community Development had expired and it stood dissolved automatically.

The National Committee on Training in Community Development and Extension comprised 25 members, including the Secretary, Ministry of Food, Agriculture, C.D. and Cooperation, who was its *ex officio* Chairman. Neither a Minister nor a Member of Parliament was included in this Committee, and its membership was confined to the selected officers of the Ministry, representatives of State Governments and of autonomous or semi-autonomous bodies concerned. Special care was taken to find on this Committee representation for experts in several fields such as Agriculture, Tribal Development, Social Education, Home Science and Nutrition.

The terms of reference of this Committee were :

- (a) to advise the Ministry of Food, Agriculture, Community Development and Cooperation, on the programme of training in Community Development and Extension ;
- (b) to review the progress of the training programme in different States ;
- (c) to help in the development of a pool of technical personnel to assist the State Governments in planning and organising the training programmes ;
- (d) to act as a coordinating body for the training programmes of the Departments of Community Development and Agriculture ; and
- (e) to advise the Ministry on any other matter pertaining to training that may be referred to the Committee by the Ministry from time to time.

The terms of this Committee were less ambitious, and more realistic, than those of the earlier Committees. This Committee was not burdened with functions that were vague or that were not directly related to the needs of the training programme. The focal point of the functions of this Committee was only one—training.

### *B. State Level*

The Community Development workers were under the administrative control of State Governments, who were responsi-

Development programme—and much depended on the kind of staff selected. They had to ensure that the staff selected was of the highest calibre, and that it was selected in time so as to utilise fully the training capacity being created. The State Governments were also directly responsible for the training of Gram Sevaks and Gram Sevikas ; and the Centres for the training of these two functionaries were placed under their direct administrative control.

The exchange of views between the Ministry of Community Development and Cooperation and other Central Ministries on the one hand and State Governments on the other took place through a variety of channels, but the most important of these undoubtedly was the Annual Conference on Community Development. Important policy matters were placed before this Conference, which recommended a course of action after a full and frank discussion on all aspects of the matter.

While the State Governments thus participated in the formulation of policy, it was necessary to ensure that their machinery was well geared for its execution. This became all the more necessary when the working of the training programme for two or three years revealed a number of weak spots in its execution. It was realised, for example, that “the work involved in the supervision and providing of the technical guidance to all these training programmes is of such a heavy magnitude that it would be almost impossible for Development Commissioners to make effective contribution in this direction”.<sup>27</sup> The Annual Conference on Community Development, therefore, considered it “necessary to appoint an officer of the rank of Deputy Development Commissioner... responsible for the various training programmes both institutional as well as in-service.”<sup>28</sup> This recommendation was subsequently repeated on a number of occasions by various bodies, because for a long time some of the State Governments had not accepted or implemented it.

Some further steps to enlist the participation of State Governments in the management of the training programme were taken in 1958. These included emphasis on effective coordination in the working of various Training Centres located in the same place, stress on appointment of State Directors of Training, and establishment of State Level Coordination Committees and Managing Boards.

**The State Level Coordination Committees :** There are places



like Hyderabad and Nilokheri where there is a cluster of training centres for various categories of Block personnel. The basic idea of locating training centres for different levels of workers at one place was to give the trainees an opportunity to come together, exchange ideas on common problems, and thus to understand each other better for a more purposeful team work when they actually went to the field. The High Level Team on Training expounded the idea very forcefully in these words :

Different training centres are located in the same campus basically with a view to creating an academic atmosphere and providing the trainees even during training with opportunities of learning and working together and appreciating the common methods and objectives of the programme...the campus would be failing in one of its major objectives if a spirit of team work and sensitive appreciation of the villagers' problems through interchange between different levels of workers at different centres are not encouraged.<sup>29</sup>

And yet it is this interchange between trainees of various categories, and even their instructors, that was hardly in evidence. They were living in isolation from each other and there was absence of corporate and community life. An integrated living formed the basic core of the whole philosophy of community development, and this is what the trainees, on completion of their training, had to promote among the rural people. To counteract the tendency towards separate, isolated living and to promote effective coordination in the working of various Training Centres located in the same campus, the Ministry decided that :

...a State level or Divisional level Coordination Committee should be set up at all such places where more than one Training Centres are located. Similarly, Coordination Committees for other centres in each State should also be set up. Depending on their location, these Coordination Committees consisting of the Principals of the different Training Centres, functioning at that particular place and the State Heads of various Technical Departments or their representatives pertaining to the Subject-matter training imparted at these Centres, will be presided over by the Development Commissioner or the Divisional Officer of the Division concerned. The Director of Inservice Training will be the Secretary of this

Committee. This Coordination Committee will hold quarterly meetings to examine the various aspects of training programme with reference to progress reports received from the various Training Centres, inspection notes sent by different Advisers and special problems referred to it by the training centres or State or Central Governments. . . .<sup>30</sup>

These decisions, which were arrived at in a meeting in the Ministry, were communicated to the State Governments through a letter on the 5th February, 1958. This letter, however, was not clear in one respect. A State Level Coordination Committee is something different from the Divisional Level Coordination Committee. The latter, as its name implies, is of a regional nature. One could not possibly be a substitute for the other. Which of the two Committees was really intended to be set up for the purpose ?

Possibly to make up for this ambiguity, another letter was sent to the State Governments, just two months later, on the 13th March, 1958. Emphasis was laid in this letter on the need for much more active and useful participation by the State Governments in implementing, coordinating and supervising the training programme. One of the steps suggested in that direction was the :

Setting up at the State Level of a Coordination Committee on training with the Development Commissioner as Chairman, Director of Training as Secretary and Heads of Departments concerned as Members. This Committee would review from time to time the working of the Training Institutions on the basis of reports of inspections furnished by its Members. It will have jurisdiction over all Training Institutions whether run by the State Government or the Central Government though supervision and maintenance of "disciplines" at these centres will be the responsibility of the Departments dealing with these subjects. . . .<sup>31</sup>

Two years later, in April 1960, the composition of this Committee was modified to include also the concerned Principal of the Orientation and Study Centre, Director of Social Education Organisers' Training Centre and some non-official members, preferably from among those who had "participated in the orientation course offered by the Central Institute of Study and Research . . . and/or those who are members of the Informal

Consultative Committee of the State".<sup>32</sup>

The two letters, one issued on the 5th February, 1958 and the other on the 13th March, 1958, brought about the machinery for coordination and supervision of training programme in the shape of the State Level Coordination Committee on Training. However, the High Level Team on Training, which reviewed the working of the State Level Coordination Committees in 1960 was satisfied neither with their composition, which it termed as weak, nor with its terms of reference, which it termed as vague. It also complained that this Committee had not met for months together in many States. The High Level Team, therefore, suggested the reorganisation of this Committee with the following composition :<sup>33</sup>

Development Commissioner of the State in which the Training Centre is located	Chairman
Two or three Heads of Departments concerned	Members
Three or four non-officials	
All Principals/Directors	
Director of Training	Secretary

The terms of reference of the reorganised Committee were suggested as follows :

- (a) Plan in advance the programme for the courses in different centres to ensure common talks ; common discussions and common activities ;
- (b) Ensure better inter-institutional coordination between training centres ;
- (c) Arrange for inter-change of staff between training centres and the field and between training centres ;
- (d) Ensure full utilization of training centre capacity ;
- (e) Ensure adequate staffing ;
- (f) Ensure efficient relationship between the training centres and the block attached thereto ;
- (g) Bring about realism in training through periodical discussion of the problems raised by the trainees at each of the courses . . . ; and
- (h) Generally review the progress of courses at the several training centres and suggest measures for improving the quality of training.

For the specific and limited purpose of coordinating the activities of the various training centres at a campus, the High Level Team suggested "a committee of Principals, with one or two staff members drawn from each centre and, each Principal acting as a Convener in rotation, mainly for the purpose of developing corporate life among the trainees in the campus; giving opportunities of learning and working together resulting in appreciation of the common objectives of the programme and the need for team work in the field; developing correct attitudes; coordinating training programmes in the campus and field programmes or village practicals and pooling common facilities and teaching skills in the total interest of all the training centres".<sup>34</sup> The report of the High Level Team thus clarified and helped place on a sound footing what originated as a somewhat vague idea two years earlier.

**The Managing Board.** The field to be looked after by the State Level Coordination Committee was a vast one and its attention was divided among all the training centres operating in the State concerned. Moreover, the experience of its working during the two years 1958 and 1959 showed that it was not working as effectively as desired; in many states it did not meet for a long time. In the meantime the Orientation and Study Centres (previously known as Orientation Training Centres) were being saddled with new functions and responsibilities. It had been decided that, in addition to the orientation training of Block Development Officers for which they were originally set up, they would also provide orientation training to all block level functionaries such as Social Education Organisers and Extension Officers. It had also been decided to open the doors of these centres, for study and orientation, to non-officials like M.L.As., Presidents of Panchayat Block Samitis, Cooperative Unions, etc., and, therefore, there was an imperative need for associating non-officials with these centres. The need was all the greater because the number of non-officials coming forward to attend the orientation and study courses was disappointingly small and this was causing concern in the context of the new spirit of democratic decentralisation or Panchayati Raj that animated all thinking and action of the Ministry. Partly to remedy this situation and partly to bring about decentralisation in the management and control of Orientation and Study Centres,

the Ministry proposed to constitute an Advisory Board (later termed Managing Board) for each Orientation and Study Centre and requested the State Governments to nominate persons according to the suggested composition. The Advisory Boards were suggested to be composed of :

- |   |   |                  |
|---|---|------------------|
| (i) Development Commissioner of the State in which the Centre is located                                  | } | Chairman         |
| (ii) One or two non-officials   |   |                  |
| (iii) Nominees of the State Level Training Advisory or Coordination Committee of the participating States | } | Members          |
| (iv) Principal of the Orientation and Study Centre  |   |                  |
|   |   | Member-Secretary |

The Advisory Board was expected to meet once a quarter, and its functions were<sup>35</sup> :

- (a) to plan the annual training programme of the Centre ;
- (b) to work out allotment of seats to the participating States in different courses ;
- (c) to take such steps as are necessary to ensure full utilisation of seats allotted to different states ;
- (d) to plan study tours, village practicals, research and study projects, etc., within the broad framework already laid down and provide through the block staff such facilities as are necessary to work out these programmes smoothly ;
- (e) to review the progress of training courses from time to time and suggest measures for improving the quality of training ;
- (f) to suggest ways in which the various Training Centres and institutions situated in the same campus can develop a corporate, cooperative and mutually helpful life and to review the working of any formal local coordination committee or informal arrangement set up for promoting coordination and liaison among the centres in both curricular and extra-curricular activities;
- (g) any other relevant matter.

The Advisory Board, it was thought, would promote the much-desired closer contact between the Orientation and Study Centres on the one hand and the Development Commissioners of the participating States on the other. It would also enable

the Ministry to progressively transfer its responsibilities for training to the Training Centres, and would ensure the growth of these centres as live and dynamic institutions.

The Annual Conference on Community Development, 1960, put its seal of approval on the proposal for Advisory Board but preferred to call them by the nomenclature Managing Boards. This Conference also recommended a similar Board for each Social Education Organisers' Training Centres. The Ministry accordingly issued a resolution<sup>36</sup> on the 4th October, 1960, constituting the Managing Boards, their objectives and functions remaining the same as for Advisory Boards. The Ministry also constituted, or recommended to non-official agencies concerned, similar Committees for Social Education Organisers' Training Centres. There was, however, one difference. The Orientation and Study Centres were all government institutions and the Ministry through its executive order created the Managing Boards for each Orientation and Study Centre under the chairmanship of the Development Commissioner of the State in which the Orientation and Study Centre was located. Most of the Social Education Organisers' Training Centres were, on the other hand, run under the auspices of non-official voluntary agencies. They were very conscious of their autonomy and would not compromise it by having an official, the Development Commissioner, as the Chairman of the Managing Board of their Training Centres. A way out was found in the clarification that the Development Commissioner's chairmanship was not mandatory and that the purpose would be served equally well if the Managing Board of S.E.O.T.O. had a non-official as Chairman and the Development Commissioner as a member. As stated by the High Level Team on Training :

It is not an essential part of the proposal, in the case, for instance of non-governmental S.E.O.T.Cs. that the Development Commissioner should be the Chairman of the Board or the Committee. There is already an Advisory Committee for the Baroda Centre with the Vice-Chancellor as Chairman, the Development Commissioner, Gujarat, as one of its members and the Director of S.E.O.T.C. as Secretary. Similar bodies with local variations should be acceptable to the other S.E.O.T.Cs. run under non-official auspices: what is essential is the membership of the Development Commissioner or

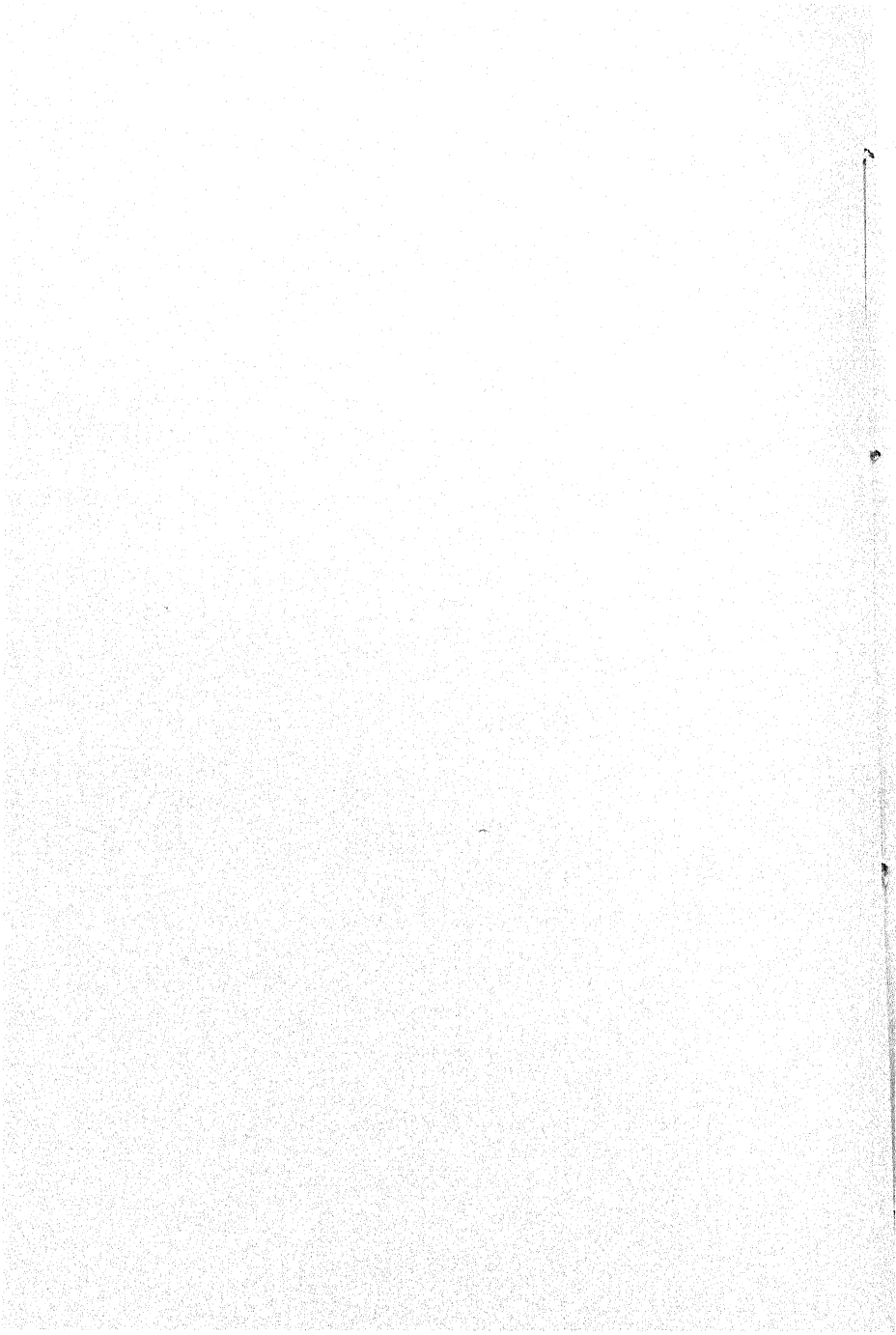
his representative on the Committee—with the Director/Deputy Director of the Training Centre functioning as its Secretary.<sup>37</sup>

It was, thus, through these two bodies, the State Level Co-ordination Committee and the Managing Board that the State Governments, and especially the Development Commissioner, were brought in close and intimate contact with the Training institutions no less than those Training institutions were brought in a similar contact with the State Governments. It is also through these institutions, as well as through Advisory Board on Training (constituted later as National Council for Study and Research in Community Development) that the non-official leadership was brought in to play an active role in the management and implementation of training programmes, and to relieve the Ministry of some of its responsibilities.

The present position regarding arrangements for management and supervision of Training Centres may be summed up in Ministry's own words : "while the administrative responsibility of these (Training) Centres will continue to rest with the sponsoring Ministry, the overall responsibility of inspection and improvement will be distributed and shared by all concerned, the intention being to involve the different Ministries, their Advisers and the organisation of the Development Commissioners and other State Departments into the Training Programme".<sup>38</sup> This arrangement may appear on the surface to present a confused picture, with the responsibility dispersed and not fixed, but it is well to remember that a team always functions on the principle of collective responsibility. These arrangements viewed from a broader perspective, represent a constructive endeavour for co-ordinating the activities, and pooling the resources, of all the sub-units of a vast and growing developmental organisation training its personnel.

PART TWO  
PROBLEMS AND THEIR SOLUTION





## CHAPTER THREE

### THROUGH TRIAL AND ERROR

"In most under-developed countries there is a dearth of personnel with which to launch a Community Development-Extension Programme. . . . Some countries hold up launching of a programme for months while they train Village Level Workers. . . . India avoided all these mistakes by starting the field programme and training of village workers simultaneously."<sup>1</sup> In these words Dr. Carl C. Taylor, then Ford Foundation Consultant on Community Development, justifies India's decision to launch immediately the massive programme of Community Development. This decision, bold and courageous as it was, proved right on account of several reasons. The programme, with its basic philosophy of self-help, provided direction to the people's enthusiasm generated in the wake of freedom. It also helped India save a few valuable years, which would otherwise have been lost in waiting for the trained personnel. Had India decided to recruit and train the C. D. workers first and to launch the community development programme afterwards, the training so given would have been entirely theoretical, and therefore, hardly of any use. The content of training in a training centre is conditioned by the experience of workers in the field no less than the work in the field is conditioned by the training received by field workers. The two are complementary to each other. The simultaneous launching of the programme of community development and the programme of recruitment and training of the required personnel helped to provide the two necessary ingredients, which through mutual interaction, led to the refinement of each.

In arriving at this decision, the sponsors and policy-makers of the programme had for their guidance a rather hazy picture of the shape of things to come. Starting as they were from a mere scratch, they had very few precedents to guide them. Their own faith and enthusiasm, coupled with the enthusiasm of the people, gave them hope in the success of the venture. Their thinking,

it appears, was based on a few simple assumptions. All that was necessary was to lay down detailed rules for the selection of personnel and to set up the required number of institutions for their training. The high standard laid down for selection would ensure the selection of the best staff, and if the best staff was not available in sufficient numbers, the pace of expansion of the programme could be adjusted accordingly. The Ford Foundation had assured financial assistance for the setting up of the training institutions. The State Governments would spare the best men from various departments to serve as teaching staff of these institutions. The properly trained staff would be forthcoming in numbers required for the expanding programme.

Though the decision to launch the Community Development programme without waiting for its personnel to be trained first was basically right, yet even during a short period of its working the training programme found itself subjected to divergent pulls, some of them operating in mutually opposite directions. There was, for example, the need for recruiting the personnel strictly in accordance with the high standard of educational and other qualifications laid down for them. As, however, there was not enough number of persons who could completely come up to these standards, shortage of staff in almost all categories occurred and the progress of the community development programme began to suffer. This led to the need for relaxation of those standards. The lowering of standards implied the lowering of the quality of Community Development workers. Then, there was the need, so it was thought then, to give the trainees a 'thorough' training through elaborately drawn-up syllabuses ; but the time available for carrying out the course of study on the lines laid down in the syllabuses was hardly adequate. There was an equal and opposite need of keeping the duration of training the shortest possible as these persons were urgently required for work in the field. Again, on the one hand there was the need for a sufficiently long break between the two training courses so that the trainers could follow-up the work of trainees who had received training and gone back to the field, and also, so that they could gain a first hand knowledge of the problems emerging in the field and make these problems the focal point of their teaching. There was need, on the other hand, for a very small break so that the training for the next batch could be started without delay. The desire of the

policy-makers to balance these diverse and often opposing forces in relation to the changing field situations explains partly the kaleidoscopic changes over the years in the content and method of training.

These problems did not present themselves in their entirety at one and the same time. Nor were the solutions found for them all at once. Almost invariably the solution suggested to meet a problem proved to be piece-meal, and, often enough, the solution created a host of secondary and tertiary problems. When standards of educational and age qualifications were relaxed to meet the shortage of personnel, the group of trainees for a particular training course became a heterogeneous mixture with a wide range of age and educational qualifications. A group of Mukhya Sevika trainees in one course was found to be composed of age group ranging between below 25 years and above 40 years and of educational qualifications ranging between below matric and post-graduates. This same pattern was found to prevail in the same course at two other training centres for Mukhya Sevikas.<sup>2</sup> Another study of a Social Education Organisers' Training Centre also revealed a wide gap in the educational standard of the trainees.<sup>3</sup> This gap in the age and educational qualifications of trainees in the same group led to psychological and other difficulties, the most important among them being the difficulty of language. The matric and below-matric trainees found it difficult to follow the lectures delivered in English. They found it still more difficult to express themselves in that language. Not all the trainees knew Hindi or the regional language of the area in which the Training Centre was located. The reading material was available in English only and this was another serious handicap from which the less educated trainees suffered. The trainees who did not know the regional language were handicapped during their practicals in the field.

As the programme of training progressed, the emphasis began to shift from selection and recruitment of personnel to the qualitative strengthening of the programme. Various aspects of the programme came for a detailed and repeated review. Some of these aspects were : the design and content of training; the pattern and length of training courses, coordination with educational, research and other training institutions ; training methods and techniques ; field orientation and realism in training ;

full use of training capacity and of training facilities like library and teaching equipment ; the campus atmosphere and physical environment ; trainers' development ; evaluation of training and follow-up of the trained personnel. Sometimes the same problem came under review simultaneously by two or more individuals or bodies and their recommendations could be either identical to, or different from, each other. Sometimes the recommendation was found to be the reverse of the earlier recommendation made on the same problem by another body. In that even the Ministry did not hesitate to accept the later recommendation and reverse its earlier policy, if it was convinced that, in the context of the given situation, such a course was more advantageous.

The programme for training of Community Development officials in India has thus grown out of its own experience, through trial and error. None among its sponsors had ever claimed perfection for it. On the contrary, there was a ready willingness, nay constant eagerness, to recognise the errors and to profit from them. Addressing the Second Development Commissioners Conference on the 16th April, 1953, Shri S. K. Dey had said, "I have no doubt that we have erred in many directions ; we have been slow in many things ; we have failed you in many instances. I would like to know of the special weaknesses that you have noticed in us, so that we can make a conscious effort to improve ourselves. . . you need have no feeling of delicacy about it."<sup>4</sup>

The errors thus turned into a jumping ground for further, faster and surer progress. Within about a dozen years of its inception, the training programme for community development in India matured almost into adult-hood.

## CHAPTER FOUR

### THE TRAINEES AND THEIR TRAINERS

If the programme of training was to yield the high results expected of it, it was not enough to start the training institutions, with imposing buildings and modern teaching equipment. More important than the buildings of brick and mortar were the human beings who imparted, or received in them, the kind of training for which they were put up. If trainees were to derive the maximum benefit from their stay in the training institution, it was necessary to spare them the small and avoidable pin-pricks of inconvenience and anxiety; for it is only in an atmosphere of mental peace and joy that one can do the maximum learning. The same mental tranquility and physical comfort are necessary for the teacher in order that he may give off his best to his pupils.

#### THE TRAINEES

What are the kind of difficulties that trainees had to face at the training institutions? What steps were taken by the authorities to remove the difficulties which hindered the acquisition and assimilation of knowledge or skill?

Even as the first course started, it was discovered that not all the trainees, who had been deputed for training, had joined the course. They had either not been relieved in time by their employers or some other reason had delayed their arrival. The trainees continued to come and join the course at leisure, so much so that in some cases they<sup>1</sup> were late for over a month. This raised difficulties for the training centres, but it raised even greater difficulties for the trainees. They missed a great, and often vital, part of the training course. What they had missed could not adequately be made up.

Repeated requests were made to the deputing authorities, practically with every communication intimating the commencement of a course, that the trainees should report to the training centre before the date on which the course was to commence.

Timely recruitment of staff was suggested and the training courses were planned in advance to ensure timely action. Moreover, specific instructions were issued to the training institutions to refuse admission if a trainee reported beyond a specified number of days, though the refusal entailed wastage of a seat, which could otherwise go to someone else. These steps helped a little, but cases of late arrival continued to occur; and as late as 1961, the High Level Team on Training reiterated that "late joining of courses by the trainees should be discouraged and in no case should they be allowed to join after 15 days of the commencement of the course".<sup>2</sup>

Except for the centres for training of Gram Sevaks and Gram Sevikas, the training centres have drawn trainees from more than one State. The regional character of the Training Centres has helped the trainees from different States to share their experiences and to know about conditions in other States. This helped to broaden the mental horizons of the trainees and to promote "the understanding of community development as a national movement".<sup>3</sup> But this created also the problem of communication on the one hand between the training staff and the trainees (where the medium of instruction was other than English) and on the other, between the trainees and the farmers (during field practicals). As pointed out by the COPP Team, "where the trainee is being taught in a language different from his own, not merely does field training become difficult or even useless, but even class work may require a very much longer period."<sup>4</sup> The problem of language obstructed the work of many a trainee, but there was no ready-made solution to the problem, except to give up the regional character of the training institutions. Abolition of the regional character would have resulted in larger number of training institutions, far in excess of the number warranted by the availability of trainees or the needs of the situation. As a partial way out of the difficulty, a certain number of contiguous States was allotted to each Training Centre in such a way that trainees from one State went to a number of training centres; but the problem, by and large, was left to the patience and ingenuity of the trainees and their trainers.

notably those for the training of Social Education Organisers, Mukhya Sevikas and medical personnel, there were wide variations in the educational standards of trainees, with the result that instruction had to be given through one of the regional languages, and the trainees not knowing it were put at a disadvantage. Besides, the level of instruction or discussion tended to be either too high for certain trainees, or too elementary and insipid for others. Here also, the solution was sought to be found in requesting the States not to depute sub-standard trainees; or in encouraging the more highly educated trainees to privately help the others not so fortunately placed. The rest was left to the good sense and adaptability of the trainers and the trainees.

Living at a place other than one's own means increased expenditure; which is quite substantial when it means the keeping of two establishments. To compensate them against financial loss, the trainees were awarded training allowance or stipends over and above their pay. This was a step in the right direction for the denial of training allowance may adversely affect the quality of training as it did in Pakistan:

The pious hope that the (training) centres (in Pakistan) might provide an atmosphere of security and permissiveness to optimally support trainees in experimenting with new roles of democratic leadership was never realized. . . . The Indian precedent of awarding extra compensatory pay to officers undergoing in-service training away from home was not followed in Pakistan. Attendance in the centres some-times entailed. . . financial penalty for trainees. . . .<sup>5</sup>

Seen in this context, India avoided a major pitfall by allowing to its trainee officers a training allowance. This contributed to the contentment of trainees.

The grant of training allowance was not without its own difficulties and complications. Apart from the disparity in the pay-structure of the same category of trainees from different states, which was largely due to the country's federal structure, there was also, with a few notable exceptions, the disparity in the amount of training allowance awarded by different States to their trainees coming to the same training course at the same Training Centre. This disparity which was most pronounced in the case of Social Education Organisers and Mukhya Sevikas, led to dis-



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The problem of language manifested itself at the training centre in yet another way. In some of the training centres,

notably those for the training of Social Education Organisers, Mukhya Sevikas and medical personnel, there were wide variations in the educational standards of trainees, with the result that instruction had to be given through one of the regional languages, and the trainees not knowing it were put at a disadvantage. Besides, the level of instruction or discussion tended to be either too high for certain trainees, or too elementary and insipid for others. Here also, the solution was sought to be found in requesting the States not to depute sub-standard trainees ; or in encouraging the more highly educated trainees to privately help the others not so fortunately placed. The rest was left to the good sense and adaptability of the trainers and the trainees.

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inferiority complex and almost always acted as a dis-incentive. The problem was further aggravated by the fact that in certain cases these allowances were neither adequate nor disbursed in time.

Training allowance for different categories of trainees was met from different sources. In the case of Gram Sevaks and Gram Sevikas, the expenditure was provided in the budget of their training institutions. In the case of Social Education Organisers and Mukhya Sevikas, State Governments themselves paid the allowance, while in the case of Block Development officers and health staff, the Union Government met the expenditure. The ideal procedure from the point of view of trainees would be to pay them salaries and allowances from the budget of the training institutions concerned ; adjustment of accounts with the primary source of payment being done later through book transfer.

#### THE TRAINERS

It was expected that the best available talent would be drawn to serve as teachers at the training centre. The qualifications required for these trainers were generally the appropriate educational standard *plus* the field experience of a specified length of time. In the early stages men with field experience were rather scarce, and the prescribed qualifications or procedures had sometimes to be waived as a necessary, though unwelcome, expedient. The sub-standard teachers were, nevertheless, looked upon with a measure of concern and the Annual Conference on Community Development (1955) advised that "State Governments should select the best men available in the various departments as trainers and give them special pay and allowances".<sup>6</sup> The training centres were, on the whole, staffed by competent and devoted trainers, who directed all their endeavours to imparting the best possible training to their pupils. This is much more true of the Principals, who, to quote from the U.N. Evaluation Mission Report, were "men of exceptional vigour, with a lively interest in their job".<sup>7</sup> This is also supported by the testimony of another foreign observer :

India wisely appointed very senior officers as principals of its Orientation Training Centres in which development officers are trained. This practice was not followed in Pakistan where rank and status is no less important. As a result an

element of competitiveness between trainees and staff in the centres sometimes militated against creating a situation in which desired learning might take place.<sup>8</sup>

In order to attract first-rate instructional staff it was necessary to offer to them inviting service conditions and reasonable living facilities at the training centre. These included the grant of deputation allowance (if the teaching staff were drawn from other service departments), adequate residential accommodation at the training centre itself, educational facilities for children, medical facilities, safeguarding the promotional prospects of the teaching staff in their parent department and so on.

All possible efforts were made to provide the teaching staff all these facilities. To safeguard against any complacency, various bodies drew attention to this matter. The COPP Team (1957) found it essential "that conditions of service particularly in the matter of housing accommodation and children's education. . . should be improved to permit them to settle down to their work without strain or dissatisfaction".<sup>9</sup> The Expert Committee on Training (1958) repeatedly and forcefully stressed the need for these facilities. This was reiterated by the Annual Conference on Community Development (1959). The High Level Team on Training (1960) especially emphasised the need for educational facilities. "The absence of educational facilities", the Team observed, "in the Himayatsagar and Bakshi-ka-Talab and other campuses is causing great concern to members of the staff. It is understood that transport facilities have been provided free for school going children of staff members at the E.T.C. Himayatsagar. A similar concession should be extended to all training centres".<sup>10</sup>

It was important to recruit men of proven ability as trainers, who were capable of imaginative and original thinking and possessed the ability to synthesise diverse approaches to a problem into one rational and coherent whole. But it was even more important to prevent their mind from stagnation, which was likely to set in if the teaching staff was to confine itself to the ivory tower of the training institution, divorced from the realities of the problems in the field. Again, in a world where the fund of technical knowledge is now doubling itself every ten years, and will probably do so every five years in the not-too-distant future, it was equally important to help them keep abreast of the

latest developments and advances in the branch of their specialised knowledge. Further, in a course of training where the syllabus tended to be more and more heavy *vis-a-vis* the comparatively short duration of training, the teaching methods had to be continually improved, refined and made more effective. All these diversified needs underline the importance of staff development, for which various measures were adopted.

The most important of these measures was the continual and oft-repeated emphasis on the field-orientation of the teaching staff. "In order to keep the training related to the field conditions", says a recommendation of the Annual Conference on Community Development (1955), "the Instructors at the various Centres should be drawn from the field personnel. The instructors should go and stay in the project areas for a definite period every year."<sup>11</sup> This Conference also recommended that "in order to introduce new blood among the trainers, every year one third of the staff should be inter-changed with field officers".<sup>12</sup> This recommendation was reiterated by the Annual Conference (1956). The Expert Committee on Training spelled out this idea in still greater detail :

We have suggested earlier that a definite scheme for inter-changing the field staff with the instructional staff should be worked out by devising a tenure system for instructors and that the scheme should be operated strictly. For that scheme to produce the maximum benefit it seems to us that there should be a regular system of rotation with the field staff of at least one third of the instructors of the training institution every year so that at least one third of the persons have comparatively recent experience of field conditions. Perhaps maintaining of a panel of names of field personnel considered suitable for teaching would facilitate such rotation.<sup>13</sup>

The Annual Conference on Community Development (1960), while considering the problems of Orientation and Study Centres, took into account not only the maximum but also the minimum period for which the instructors should remain at a training institution. "An instructor", it recommended, "should remain at a Training Centre for not less than three years and for not more than five years; he should go back to the field after that period."<sup>14</sup> The Conference was of the opinion that this would be facilitated if the Instructors for Training Centres were obtained on

deputation from the State Governments. Instructors for specialised fields, like rural sociology, had necessarily to be recruited from outside. If the rules rendered it necessary to recruit such instructors from the open market through the Public Service Commission, they would have no lien on any State Government Department. For these instructors the Conference suggested that :

After a period of three years in a Training Centre, the feasibility of deputing them to serve under a State Government on deputation for three years should be explored. Where this is not feasible, they may be posted in a block for a period of three months as an Additional Extension Officer in the subject concerned, his (*sic*) salary during the period being borne by the Training Centre.<sup>15</sup>

This last recommendation was based on a similar recommendation made earlier in 1960 by the High Level Team on Training. The recommendation was reiterated by the Team in 1961.

Contact of teaching staff with field conditions was sought to be maintained through "follow-up" of the trainees who had received training at the training institution. Such follow-up tours were intended to enable the teaching staff to keep in touch with field conditions and, in addition, to assess how the ex-trainees were applying the knowledge and skills acquired at the Training Centre to actual field conditions, to discover the problems that the staff found too hard to tackle in spite of the training and to collect material for case studies with which to improve the quality of training.

Apart from the stress on field experience and close contact with the problems in the field, several other measures were suggested for development and revitalisation of the teaching staff. They were expected and encouraged to undertake a programme of study and action research either on their own initiative or under the guidance of the National Institute of Community Development, to study and make use of the relevant reports and results of research studies as valuable teaching material, to contribute articles to standard and professional journals, to maintain liaison with universities and institutes of higher learning. They were also expected to keep contact with their parent or subject-matter department ; who, in turn, were requested to send all their important circulars to the teaching staff and to invite them to

their departmental meetings. As each Training Centre was equipped with a library and provided with funds to acquire new books, journals, research publications and reports of important committees, etc., every member of the staff was expected to make full use of the available literature and to acquaint himself with the new arrivals pertaining to his subject. He was also expected to prepare atleast one book review and one book digest every month.

The Instruction Wing of the National Institute of Community Development was designed to play a prominent role to build up professional competence of the teaching staff through intensive subject-matter seminars, special courses in research methodology, studies in the comparative efficacy of different teaching methods and teaching aids, etc. Higher studies, both in India and abroad, were encouraged.

How far all these measures could be adopted or proved effective, it is difficult to say. Nevertheless, it is clear that chiefly because of the stresses and strains of main activity of the training programme, these measures were at best only partially implemented. If it were not so, they would not have been frequently reiterated in one form or other.

## CHAPTER FIVE

### TRAINING CAPACITY : THE PROBLEM OF UNDER-UTILISATION

The official literature on Community Development is full of references to the under-use of training capacity of Training Centres. This, coupled with the fact that the problem has been discussed on many occasions at various important conferences, gives one the impression of a valuable asset being wasted. The fact, however, is that the available capacity of a Training Centre has seldom been utilised to an optimum extent: it has often been utilised below par and some times above par. In the first case it has led to wastage ; in the latter to over-crowding.

The under-use of training capacity may possibly be due to the fact that, in a number of cases, the agency holding administrative control of a Training Centre was different from the agency holding administrative control of the trainees. Some of the Training Centres were run by the Government of India direct, and some others by the State Governments or private agencies. The staff to be deputed to these Centres for training was, however, under the administrative control of the State Governments; and it was entirely up to the State Governments to depute their staff against the seats allotted to them at the Training Centre. As the trainees, at best, reported to the Training Centre a day earlier than the day of the commencement of the course, it is only then that the training centre could know the number of seats that would remain unutilised. It was then too late to notify the spare seats to other States.

The difficulty was thus inherent to some extent in the procedure for deputing staff for training ; and, therefore, frequent exhortation to State Governments to utilise their quota in full did not produce the desired results. Along with the exhortation, attempts were made to locate all possible reasons for the under-utilisation of the training capacity.

Scarcity of proper staff to man the new blocks was one



such reason. Since the allotment of new blocks, on which the State Governments were keen, was conditional upon the availability of trained personnel, it was assumed that the State Governments would recruit the required number of staff in time and send them for training in adequate numbers. While the seats at the training centre were allocated on this basis, the State Governments, due to the limitations imposed by recruitment procedures and the desire to select the first-rate personnel, could not always recruit their staff in time. Lack of advance planning on the part of State Governments was another reason for under-use of training capacity. It was presumably to meet this difficulty that the Annual Conference on Community Development (1955) suggested that "State Governments should undertake advance planning of their training requirements and convey the same to the C.P.A. so that necessary arrangements may be laid to utilise the full training capacity".<sup>1</sup> This Conference also suggested the provision for reserve in the cadres for the block staff.<sup>2</sup> This suggestion was spelled out in greater detail by the Annual Conference (1959), which recommended that "each State should create a training reserve of 10 per cent for each category. . . ."<sup>3</sup>

These measures, it was hoped, would help fuller utilisation of the training capacity. Coupled with this was the practice, gradually introduced, of over-allotment. In 1961, the High Level Team on Training suggested that the percentage of over-allotment should be "worked out with reference to specific experiences of particular Centres over a period and the Managing Boards advised to make allotments on that basis."<sup>4</sup>

Notwithstanding all these steps, the under-use of the capacity of Training Centres continued to cause concern and anxiety. It was reported to the Annual Conference on Community Development (1962),<sup>5</sup> and also to the Annual Conference (1965). In the words of the latter report :

It is hardly necessary to stress the point that the training network which has been built up over the years at considerable expense, must be put to optimum use. As it happens, the experience has been one of consistent under-utilisation of training capacity at practically all the training centres ; indeed, the short-fall in attendance has laterly grown disquietingly worse. . . .<sup>6</sup>

The problem was discussed at great length in a series of regional workshops organised by the Ministry in 1964, and attended by the heads of the training institutions, programme administrators of the Central and State Governments and selected experts in the academic line. The workshops<sup>7</sup> identified several causes that might be singly or collectively responsible for inadequate attendance at the training centres ; chief among them being the lack of interest in, or appreciation of, the training programmes ; lack of up-to-date records giving course-wise details of those trained and those still due for training ; and lack of coordination among the officers responsible for deputing different categories of personnel for training. It may be that the Officer-in-charge of training was over-burdened with responsibilities other than those of training or there was inadequate or no training reserve. It may also be that there was something wrong with the procedure or lines of communication, or timing of the training courses ; for example, orders for deputation might lack specific directions regarding substitute arrangements during training, or the staff selected for training might not receive notice well in time or the period of the training course might coincide with the busy agricultural season when the officers could not be spared. The logic of agricultural seasons applied also in the case of non-officials, wherever they were deputed for training. The other handicaps, especially in the case of non-officials, were the long duration of courses, the medium of instruction or the feeling of the non-officials concerned that the extent of knowledge or equipment they possessed already was quite adequate for the discharge of their duties.

The workshops made a number of suggestions for improving attendance at the training centres. The sum and substance of the remedial measures suggested was that every State should have a Director of Training who should not be burdened with responsibilities other than those of training ; that the officers concerned should always have ready information about all categories of block staff and the schedule of courses to which they have to be deputed ; that there should be a standard form of deputation order so as to obviate all administrative lacunae like omission of substitute arrangements ; that the scheme of creating training reserves should be fully implemented ; and that the training courses should not coincide with busy agricultural seasons.

The Annual Conference 1965 generally endorsed these recommendations. The success in ensuring better utilisation of existing training capacity would be in direct proportion to the extent to which these recommendations are implemented by all concerned.

## CHAPTER SIX

### STRENGTHENING THE TRAINING PROGRAMME

#### RELATING TRAINING TO FIELD CONDITIONS

Probably no aspect of training has received greater emphasis than the need for relating class-room work to the problems in the field. This is understandable ; for Community Development is essentially a field-oriented programme and to confine training to class-room lectures and discussions, divorced from actual conditions in the field and its problems as they emerged in myriad forms from day to day, would have been like building on foundations of sand. Training could have a meaning and reality only if it had its roots in the field. Much of the training material was supposed to come, not from the text-books which in any case were few in number, but from the case studies based on the problems and difficulties and successes and failures of thousands of field workers.

Various recommendations were made from time to time for relating training to conditions in the field. The recommendations were based on a few broad and general ideas, namely, that the trainees must have a short pre-training experience of practical work in the field, that there should be a development block around every Training Centre, that trainers should be drawn from field workers and exchanged with other field staff from time to time and that there should be a regular follow-up of the trainees to ascertain how far they were able to apply the knowledge and skill gained during training to their work in the field. All these ideas were rather simple and homely ; and yet they proved difficult to implement in full measure.

#### PRE-TRAINING FIELD EXPERIENCE

It was clear right from the beginning of the programme that training would be much more purposeful if trainees came to the Training Centres after acquainting themselves, atleast in an elementary way, with practical work in the field. The Annual

Conference (1955) thought it necessary that "before the personnel are sent to Training Centres they should have atleast two to three months of field work experience".<sup>1</sup> The next year saw an improvement of the situation ; and it was reported to the Annual Conference (1956) that "there is increase in the number of States who have made the pre-service field experience a regular part of their programme. Persons before they are deputed to the regional all-India Centres are deputed in the field for a period of two or three months".<sup>2</sup> Exceptions, however, continued to occur all through the years of training in spite of the repeated stress laid on the pre-training field experience.

### BLOCK AROUND A TRAINING CENTRE

It was also emphasised that there should be around each training centre a development block, which would serve as its laboratory and in which trainees could go for their practical work. However, provision of a development block around the Training Centre was not the end of the matter; at best it was only a means to an end. What was necessary and important was a live and organic relationship between the Training Centre and the block staff ; for only in an atmosphere of mutual cooperation and goodwill could field practicals yield fruitful results. This was not always easy to achieve. It was, for example, reported to the Annual Conference on Community Development (1956) that "a satisfactory relationship between the training staff and the project personnel which would facilitate practical field work of the trainees has not developed to the extent required".<sup>3</sup> The Expert Committee on Training also found that there was not much contact between the field staff and the Training Centres.<sup>4</sup> Similarly in respect of some O. & S.Cs. and S.E.O.T.Cs., the High Level Team on Training reported in 1961 :

The team visited the villages where field work had been done in all the three centres and the overall impression was that the work had not made much impact on the villagers. The programme had also been undertaken without adequate association on the part of the Block staff : none of the items selected was designed to give actual work experience. . . .<sup>5</sup>

In order to establish and promote this organic relationship between the Training Centre and the Block Staff, the Annual Conference on Community Development (1956) recommended

that the "Principal of the Extension Training Centre should be given overall responsibility for the implementation of the programme in the Development block around the Training Centre. He should be suitably assisted by a Block Development Officer".<sup>6</sup> This recommendation was accepted and implemented by some States. Other States did not give effect to this recommendation for fear that the responsibility of running a Block would detract the Principal's attention from his main responsibility of running the Training Centre. With his attention divided between the Training Centre and the Block, the Principal would be able to do justice to neither. This apprehension was, however, belied by many an evidence. The Expert Committee on Training were informed of instances where the arrangement, in which the Principal held dual charge of the Training Centre as well as of the Block, was working satisfactorily. Similarly, we have it on the evidence of the High Level Team on Training that :

At Bakshi-ka-Talab the officer-in-charge of the Extension Training Centre is in "Superior charge" of the attached Block and, as institutional relationship between this centre and the other training centres is already on a fairly sound basis, all the training centres have had freedom to carry out ideas, experiments and studies in the villages with the help of the Extension Staff.<sup>7</sup>

However that may be, as an alternative to this arrangement, especially in regard to the Training Centres run by the non-official agencies, it was suggested that the Head of the Training institution should be a member of the Block Development Committee, or its counterpart, the Panchayat Samiti. With a view to strengthening further the two-way traffic of ideas between the Training Centres and the field staff, the Conference of the Principals of O. & S.Cs. held in December 1959 suggested that the B.D.O. of the attached block should work as a part-time staff member in the O. & S.C. to give talks to the trainees and also to assist the O. & S.C. staff in the conduct of field practicals. It was also suggested that he should be given a suitable honorarium for these additional duties.

The High Level Team on Training gave a great deal of thought to the question of proper contact of the Training Centres with field conditions and development trends. With a view to systematising the relations of the Training Centres with the

staff of the adjoining Block, the Team suggested a number of steps, the more important among them being:<sup>8</sup>

- (a) The Pradhan and the B.D.O. may be coopted on the Advisory Board or Committee attached to... each centre;
- (b) The B.D.O. or his representative should be invited to attend the staff meetings held from time to time at the Training Centre and particularly help in the planning of concurrent field work, selection of villages, promotion of development activities in the villages selected, etc.;
- (c) The Head of the Training institution or his Deputy should similarly be invited to attend the staff meetings in the Block Committee/Samiti;
- (d) The field-work activities of the Training Centre should be considered as an integral part of the Block programme. . .;
- (e) Every effort should be made by the Block agency to develop the villages selected for the field programme on a model basis;
- (f) Experienced staff should be posted in the Block selected for the field programme;
- (g) The scope and content of the field work programme, selection of villages, selection of proper blocks for block placement, indeed all practical aspects of the close cooperation envisaged between a Training Centre and the Block should be regularly brought up before the Advisory Committee or Board (attached to each centre).

Notwithstanding all this plethora of recommendations, the relationship between the Training Centres and the field remained weak and left much to be desired in many respects. Concern was often expressed that the relationship was not developing to the extent desired. The fault possibly lay neither with the Block Staff, nor with the Training Centres; but with the situation that was not infrequently beyond the control of either of them. Pressure of work, both on the Block staff and the teaching staff was, of course, there; but more so it was not easy to fit the practical training adequately and satisfactorily into the courses that were often laden with heavy theoretical content and had to be completed within the short period available for it. Arrangement of practical work in the neighbouring villages on an *ad hoc* basis again and again for successive batches of trainees not only created boredom for villagers but also annoyed them. This

lead to frustration and a sense of defeatism.

### THE FIVE-VILLAGE SCHEME

Because of these and other difficulties, there was no evidence of any appreciable improvement in the level of development of the "attached" blocks. This was an unsatisfactory situation, and yet it was not considered advisable to dispense with the scheme; such was the importance attached to field work and village practicals. The attachment of a Block to the Training Centres had a number of advantages, and while this arrangement was to continue, it was thought necessary that each Training Centre should take up intensive development work in five villages. This modified scheme, introduced towards the end of 1961, popularly came to be known as the Five-Village Scheme.

It was envisaged that the villages so selected would be contiguous and as near the Training Centre as possible so as to ensure easy accessibility. It was also envisaged that they would serve both as a practising ground for the class-room theories and as a yard-stick for measuring the effectiveness of the training imparted by the Centre. The discretion to select the villages and to start work in all the five villages together or in one village for a year was left to the Training Centres. It was also left to the Training Centres to select all or some specific aspects of development activities, depending upon the existing local plan and local conditions and wishes of the local people, the Panchayat and the Block officials.

No additional funds were provided for this work, which was supposed to be carried out with such funds as were normally available for it from the Block budget. The emphasis was obviously placed not on funds but on the best possible use of local resources, including the un-employed or under-employed manpower. Some Training Centres did, however, make a demand from time to time for separate additional resources on the plea that intensive work in the villages had led to "a revolution of rising expectations" among the villagers. The demand, however, met with cold response because it ran counter to the very objective of the scheme, namely, to demonstrate the workability of the programmes and projects as they were and to show the efficacy of the extension methods for mobilisation of local resources and promotion of an attitude of self-reliance and self-help



among the local communities.

The Five-Village Scheme has been in operation for quite some years. By and large it has succeeded in achieving the objectives for which it was conceived. It has provided opportunity to the trainees for field work and to the trainers for keeping in touch with field conditions, it has served as a testing ground for the efficacy or otherwise of the recommended extension techniques and it has provided significant lessons and material for case studies with which to enrich the method and content of training. Further, it has helped the villages concerned to take to improved practices, to adopt innovations, to mobilise their resources and to know that it was within their reach to attain progress through self-help and collective effort backed by technical help and assistance of governmental agencies.

#### THE VILLAGE PRACTICALS

The village practicals were an indispensable part of training, but there was often a considerable gap, especially in the early stages of the programme, between the way they were conceived and the way they were actually carried out. Absence of advance planning (of village practicals) was more a rule than exception. Whenever there was some planning of village practicals, it was usually on *ad hoc* basis, done in a more or less perfunctory manner and with little regard to the continuity of work by successive batches of trainees. Sometimes the Block staff and the village people, who were so vital to the success of the village practicals, were not fully associated with the programme. The village practicals, were sometimes looked upon as nothing more than the formal performance of a ritual; they were confined to a mere conducting of enquiries and collection of data, and the deeper aim of acquainting the trainees with the extension-education process was often ignored or forgotten.

These shortcomings came to notice as the training programmes proceeded ; and with it emerged the guide-lines for counteracting them. These were that plans for practicals should be prepared in advance of each course of training ; that they should ensure continuity of work by the successive batches of trainees; that they should be so conducted as to acquaint the trainees with extension techniques, audio-visual aids and to enable them to acquire skills needed for efficient performance of their job. The

Block staff and the village people, it was envisaged, should be fully associated with the programme of practicals.

These steps aimed at making the village practicals approximate to the ideal set for them; but the ideal, if it is worth anything, always remains higher than the reality. There is no doubt, however, that these steps, did help to shorten the gap between the ideal and the reality.

### FIELD ORIENTATION OF TRAINERS

One quality that the trainers at the training centres were supposed to possess above everything else was their intimate knowledge of the village and its problems; the existing field conditions and the changes coming over them under the impact of a dynamic programme. Only then could a trainer be in a position effectively to guide the trainees through the programme of village practicals as well as to keep his class-room talks in tune with the actual field conditions and problems. Ignorance about village problems and field conditions was tantamount to ignorance about reality; and it did not fit in with the purpose for which the elaborate training apparatus had been set up.

The problem of field orientation of trainers first came up for consideration of the Annual Conference on Community Development in 1955. The Conference recommended that "in order to keep the training related to field conditions the Instructors at the various centres should be drawn from the field personnel"<sup>9</sup> and also that "in order to introduce new blood among the trainers, every year one-third of the staff should be inter-changed with field officers".<sup>10</sup> These recommendations were repeated with almost clock-like regularity in subsequent years from various quarters, indicating the gap that has always existed between the recommendation and its implementation. The Annual Conference (1956) repeated the recommendation of the Conference of the previous year for exchange of trainers with the field staff. "To keep training related to the field conditions", the Conference recommended "rotation of teaching staff with field personnel should be undertaken on the basis of the recommendations made at the Simla 1955 Conference. In most cases this had not been implemented so far".<sup>11</sup> In a communication to State Governments sent a little later, the Ministry stressed this point again in respect of the teaching staff of Gram

Sevaks' Training Centres. It said :

Instructors who have not had experience of field extension work for atleast two years, and those instructors who have been continuing at Extension Training Centres for more than three years may be sent for field work provided substitutes have the necessary basic qualifications and atleast two years' experience of field work, preferably in Community Development and National Extension Service areas.<sup>12</sup>

The Expert Committee on Training also came to a similar conclusion. The Committee felt that "there should be a regular system of rotation with the field staff of atleast one third of the instructors of the training institution every year so that atleast one third of the persons have comparatively recent experience of field conditions".<sup>13</sup>

These recommendations were not always implemented in full. Where field officers held a lien in their parent department there was not much difficulty in bringing them as trainers to a Training Centre and sending them back to the field after the stipulated period. Difficulties, however, set in when trainers were recruited directly from the open market because recruitment rules so required or even otherwise, or because the Training Centres were run by non-official agencies in which case it was much easier to get people from outside than from Government departments. The only foot-hold that such people had was in the Training Centre itself. Lack of foot-hold in any field organisation precluded the possibility of their exchange with the field staff.

Two alternatives were open in the case of directly recruited teaching staff. One was to discourage their recruitment from the open market ; the other was to devise some other measures for giving them field experience. The first alternative was often not possible, for rules or other difficulties stood in the way. In the case of Orientation and Study Centres, the Annual Conference on Community Development (1960) felt it necessary that "Instructors in Training Centres are in future obtained from the State Government Departments concerned on deputation; the practice of recruiting them from the open market through the Union Public Service Commission should be restricted to cases where it is absolutely necessary".<sup>14</sup> In the case of Instructors who did not have a lien on any State Department the Conference repeated the old formula of "exploring the feasibility" of deputing

them after three years in a Training Centre to serve under a State Government on deputation for three years ; and, as if realizing the limitation of its implementation, the Conference added in the same breath that "where this is not feasible, they may be posted in a block for a period of three months as an Additional Extension Officer in the subject concerned, his (*sic*) salary during the period being borne by the Training Centre".<sup>15</sup> These recommendations were more or less similar to those made a few months earlier by the High Level Team on Training in respect of Social Education Organisers' Training Centres,<sup>16</sup> even though some of these were being run by non-official agencies and were thus not subject to regulatory and procedural hurdles.

A number of other steps were also suggested from time to time for keeping training related to field conditions. These included practicals at the Campus on a variety of projects such as poultry, pisciculture, agriculture, horticulture, arboriculture; etc., the establishment of the Panchayat and the Cooperative at the Training Centres ; frequent visits of top personnel and other staff of State Development Departments to the Training Centres; participation of the teaching staff in the meetings of the field-staff and *vice versa* ; and regular posting of policy circulars to the Training Centres by the development departments.

#### FOLLOW-UP OF TRAINEES

The need for keeping contact with the field staff who had had training at the Training Centres was realized almost as soon as the first course started. The first set of five Social Education Organisers' Training Centres were started in April, 1953. The first Conference of the Directors of these Centres held in August, 1953 decided that :

... arrangements should be made in the period of the break of five months to send one or two members of the staff to help the trainees in their work in the field. In addition to this, the trainees were to be helped through correspondence in solving their problems. The Directors of the Training Centres may, in their discretion, appoint persons who are well acquainted with the objectives of the training, to observe the work of the trained Social Education Organisers and to report on the problems they face and to make recommendations.<sup>17</sup>

The aim of follow-up, as experience showed later, was not merely to "help the trainees in their work in the field". It was also the aim to give the teaching staff an opportunity to refresh their knowledge about the field, to know how far the training imparted by them to field workers was adequate, and to collect material for case-studies in the class room. It was only through these direct experiences of the field that the quality of training could be improved. The follow-up tours were intended to provide a feed-back for the Training Centres through the ex-trainees. It was not their aim to assess the individual competence of the ex-trainees.

The follow-up programme of the Training Centres has generally been the subject of dissatisfaction and criticism. In the words of the COPP Team report, "follow-up work of the (Gram Sevak) trainees in the field continues to be one of the weakest links in the training programme".<sup>18</sup> And, according to the verdict of the High Level Team on Training, "such (follow-up) tours are not planned properly but only sporadically undertaken as a roving mission in many centres : the arrangement for study tours would appear to be completely absent in the Regional Cooperative Training Centre and Extension Training Centres".<sup>19</sup> The shortcomings, howsoever deserving of criticism, were not entirely because of lack of faith, interest or vigour on the part of the Training Centres ; nor because of the failure of the human factor. More often, they were due to the inherent conflict between the need for the presence of the teaching staff at the training centre and the need for their being out of it on follow-up tours.

Many other difficulties stood in the way. Sometimes it was the lack of funds. Sometimes it was the lack of staff, when some posts remained vacant. Pressure of teaching courses one after the other resulting in short periods of break between the training courses, absence of knowledge about the posting or addresses of ex-trainees and the heavy rush of work on the field staff because of seasonal or other factors were some of the other difficulties.

A number of suggestions have been made from time to time in regard to the duration, content and focus of follow-up tours. The COPP Team made some specific suggestions for follow-up of the Gram Sevak and S.E.O. trainees.<sup>20</sup> Broadly speaking,

they based their suggestions on the premise that the Instructors, the ex-trainee and their superiors would be equally involved in the follow-up programme. The pattern of this programme as suggested by the Team was that the ex-trainee would send to his Training Centre a copy of his report of work, on which his superior officer would put down his own remarks. These reports would then be studied by the Principal or Director of the Training Institution along with his staff, and the details of the follow-up tours would be drawn up in the light of these studies. The Team also suggested circulation to ex-trainees of a Quarterly Newsletter indicating changes and improvements in the training programme and placing before them results of experiments, specific projects, etc., conducted at the Training Centres.

The suggestions of the Team were helpful in focussing attention once again on the importance of follow-up tours and in pointing the way in which they could be undertaken. Nevertheless, their stress on paper work involved in writing and sending periodical reports detracted from their usefulness. The crying need of the hour was, and has always been, reduction of paper work and any suggestion for its increase was bound to meet with cold response. Moreover, the long-distance and slow-moving channel of communication through the written word could not be as effective as the face to face discussion.

Be that as it may, the recommendations of the COPP Team laid the foundations on which was built the concept of integrated approach to follow-up tours. The greatest contribution to the growth of this concept came from the workshop on "Training Follow-up" held at the National Institute of Community Development<sup>21</sup> in September-October, 1961. The workshop in which the Principals of O. & S.Cs., Directors of S.E.O.T.Cs., representatives of the Ministries of Food & Agriculture and of Community Development as also representatives of some State Governments participated considered various aspects of the follow-up programme in the light of the experience gained previously and made specific recommendations for toning up the programme. The more important of the recommendations were :

- (a) Adequate funds should be provided to the different Training Centres for undertaking follow-up tours;
- (b) The Training Centres should maintain with them an up-to-date list of addresses of ex-trainees. For this purpose

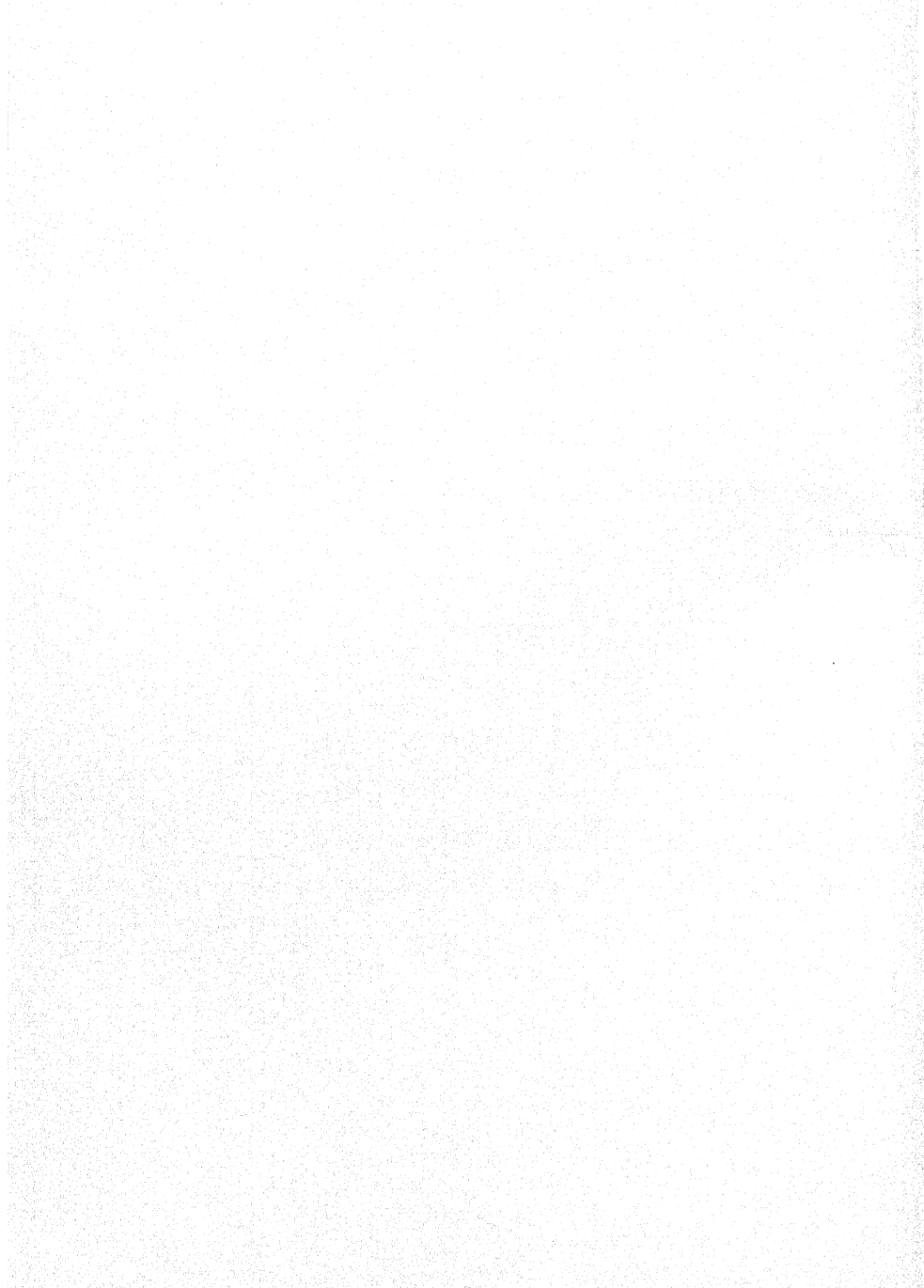
the Heads of the Training Institutions may, once in six months, send to the concerned States a list of their own ex-trainees so that they could check it up, bring it up-to-date and return it to the Training Centres ;

- (c) The Training Centres should prepare annual plans of follow-up well in advance and place them for consideration before their Managing Boards. The annual schedule of courses may be so drawn up in each Training Centre that its teaching staff get a sufficient and regular period of break in each year, un-interrupted by outside assignments;
- (d) The Training Institutions should send to the State Departments of Training the details of the follow-up programme sufficiently in advance so that the latter may draw up plans for combined visits to the field together with the representatives of the Training Centres;
- (e) Before taking up the follow-up programme in hand, the Training Centre should collect all necessary particulars about the field performance of the trainees and discuss them with the supervisors of programme administration and representatives of State Departments;
- (f) The major break periods of Training Centres should be utilised for follow-up work. A minimum of 20 days in a year should be devoted to this work in two instalments of 10 days each—seven days for follow-up and three days for transit. In order to develop a depth of follow-up three out of the seven days may be spent in one development block;
- (g) Each Technical Department of the State Government should appoint or earmark a responsible officer to look after the training programme of their field staff and that the emphasis in the work of these officers should be laid, among other things, on academic aspects of training and follow-up;
- (h) The results of follow-up should be evaluated with the twin object of understanding the problems and difficulties encountered and of assessing the effectiveness of the follow-up programme in relation to its objectives. The evaluation may be both internal undertaken once a year by the agency which conducts follow-up work, and also

external undertaken once in three years by the National Institute of Community Development.

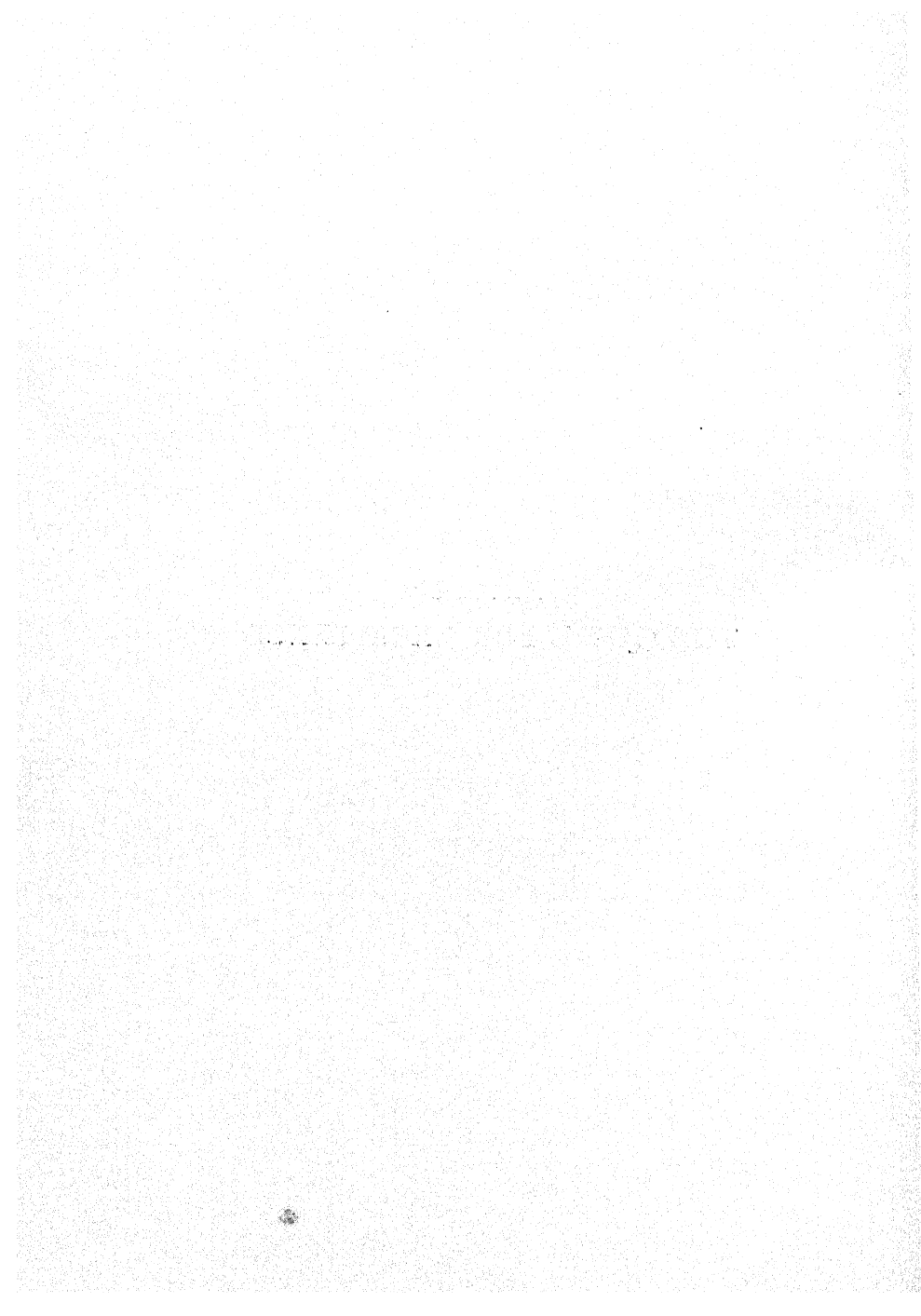
These recommendations were very comprehensive and they covered all aspects of the follow-up programme. They were, at the same time, pitched rather too high to be acted upon in full by the Training Centres, hedged in as they were by many another demand on their time and resources. Nevertheless, their very comprehensiveness was an indication of the growing maturity that was slowly and steadily coming upon the training programme. The high ideal so set, though difficult of immediate achievement, gave a direction to the endeavour of the Training Centres and an aim to strive for.





PART THREE

## THE QUEST FOR EXCELLENCE



## CHAPTER SEVEN

### TWO KINDS OF TRAINING

Community Development necessarily is a multi-facet programme. Extensive in scope and massive in dimensions, it covers all subjects and activities connected with, or having a bearing on, rural life. The Community Development hierarchy comprises every kind of civil servant—the generalist, the specialist and multi-purpose or “first-aid” worker. However, the programme was denied, much against the Parkinsonian pressures, the privilege of a separate Community Development cadre. The role of the organisation for community development is rightly confined to that of a “messenger-boy”, working for, and helping to co-ordinate the activities of, other development departments. But, this role has brought within its fold, apart from the narrow ambit of its own official workers,<sup>1</sup> the officials of all other nation-building departments. All of them—and they constituted a vast army—had to be acquainted with multi-purpose, and yet integrated, approach to the programme of Community Development.

The educational and intellectual attainment of Community Development personnel at different levels was so wide and the nature of their job so diversified that a single course of training, common to all of them, was out of question. However, all of them had to perform their allotted work through their new role as educators and stimulators. This role was common to them all, and they could be trained for it through what has come to be known as “Orientation Training”.

The course for Orientation Training had necessarily to be of short duration, because the number of personnel to be trained was large and it was difficult to spare them from their normal work for a long period. The course covered such aspects of the programme as understanding the village situation ; techniques of programme planning and execution through group mobilisation and community organisations ; problems of development

administration ; and, evaluating the results of the programme. The criticism to which Orientation Training had been subjected all along is its heavy syllabus that should *somehow* be covered during the short period of six or eight weeks. It was virtually impossible to compress the heavy syllabus into such a short period and the programme planners were almost constantly faced with the delicate task of balancing the length of the syllabus with the short duration of the training course.

The "Job Course", as the name implies, was intended to give the workers specialised knowledge and skill for performing their respective jobs effectively and efficiently. It was intended to give them an insight into the nature of duties they had to perform, the problems they were likely to face, and the way in which they could possibly solve them. Its nature was partly technical and specialised and partly administrative, the share of each depending upon the job requirements of each category of worker. In certain cases, for example, in the field of Agriculture, Animal Husbandry, Engineering, etc., the Extension staff had adequate education for their job even at their academic institutions ; and so the job training was not necessary for them. However, in the case of a large number of other categories such as the Block Development Officer, the Social Education Organiser, the Mukhya Sevika, the Gram Sevak, the Gram Sevika etc., the kind of work they had to perform was rather new. Job training, varying in content and duration according to the educational qualifications and the kind of function allotted them, had thus to be provided separately for each kind of functionary.

The Training programme thus provided Orientation Training for all categories of Community Development workers, *plus* Job Training for such categories as were considered to need it. And since the emphasis in the job of these workers had often to be shifted from one Sector or aspect to another under the impact of a dynamic, fast-moving, fast-changing programme, there had to be a corresponding change in the syllabus, etc., of the training course. The changes were frequent, sometimes far-reaching, and a quick review of them seems necessary for a proper understanding of the training programme as it has evolved over the years.

## CHAPTER EIGHT

### THE CHANGING PATTERN

#### THE VILLAGE LEVEL WORKERS

Starting from the functionary at the lowest rung of the official hierarchy, though by no means the least important, the training of Gram Sevaks was originally confined to extension methods lasting for six months. The training was imparted at Extension Training Centres. Even as the first batch of Gram Sevaks came out of these Centres and started their work in the field, it was evident that extension training would not help them much unless they had also an adequate knowledge of the fundamentals of agriculture. The Central Committee (Planning Commission) accordingly emphasized the need for "adequate training for village level workers, consisting of a year's basic training in agriculture, followed by six months' orientation in extension work".<sup>1</sup> The basic training in agriculture was to be imparted in the agricultural schools, but their number then was not adequate for providing training to all the Village Level Workers. Therefore, in September 1953 the Ministry prepared a Scheme for expansion of facilities for training in basic agriculture. The expansion scheme provided for increasing the capacity of the 12 agricultural schools which then existed, for opening of 22 new agricultural schools and also for attaching new agricultural wings to some of the existing Extension Training Centres.

This was a rather heterogeneous arrangement adopted in the interest of economy, but, as experience showed later, this separate training of the same functionary, often spread over two different periods of time, failed to produce satisfactory results. There was, inevitably, a certain amount of duplication, as the two institutions were often located at two different places and there was no contact between them.

The third Conference of the Principals of Extension Training Centres and Basic Agricultural Schools held at Simla in June

1956 recommended an integrated course for imparting training in basic agriculture and extension. The integration was to be brought about by addition of Basic Agricultural Schools/Wings to Extension Training Centres and Extension Wings to Basic Schools. The idea of integrated training was supported by the Expert Committee on Training as well as by the COPP Team. The latter recommended the period of integrated training as two years, instead of 18 months. The Annual Conference on Community Development (1958) put its seal of approval to the proposal for the two years' integrated course. One of the considerations that weighed with the Conference in favour of the two years' course was, strangely enough, the possibility of a large surplus of trained V.L.Ws.<sup>2</sup> This was perhaps the only occasion when the availability of trained functionaries exceeded the demand for them.

The two years' integrated course for the training of V.L.Ws. continues. In addition a scheme for grant of scholarships to selected V.L.Ws. for higher training in Agricultural Colleges and Rural Institutes was introduced in 1961 and continues up to this day.

#### SOCIAL EDUCATION ORGANISERS (MEN & WOMEN)

Up to 1957, both the men Social Education Organisers and their counterpart, the Mukhya Sevikas, received a common orientation-cum-job training of 5 months. The question of separate training for these functionaries was considered in 1955 by the Annual Conference on Community Development. It favoured their combined training at the same Training Centre for the time being. It conceded, however, that there were a number of practical difficulties in this arrangement and advised that "the possibilities of starting some separate training centres for women Social Education Organisers may be explored".<sup>3</sup>

In 1957, the Annual Conference on Community Development drew up minimum programme for various fields of rural development, including the programme for women and children. It recommended that women Social Education Organisers should concentrate on the women of the rural areas; for approach to women had to be somewhat different.<sup>4</sup> The difference in approach implied difference in the job requirements of the two functionaries. Since training had to be related to the work expected of a

functionary, it was necessary to separate the training of the men Social Education Organisers and the Mukhya Sevikas. Only then could it be possible to implement the recommendation of this Annual Conference.

It was in this context that a decision was taken in 1957 to separate the training of men Social Education Organisers from that of Mukhya Sevikas. It was also decided that men S.E.Os. will receive their orientation training along with other block functionaries at the Orientation Training Centres and job training at the existing S.E.O.T.Cs.; but the Mukhya Sevikas would continue to receive their orientation-cum-job training at the existing S.E.O.T.Cs. earmarked exclusively for them. Separate syllabuses for these functionaries were re-drawn in the wake of this decision. The period of training was also increased. The duration of total training of men S.E.Os. was fixed at  $6\frac{1}{2}$  months—orientation training for a month and a half at the O.T.Cs. and job training for five months at the S.E.O.T.Cs. The period of combined orientation and job training of Mukhya Sevikas at the S.E.O.T.Cs. set apart for them was  $10\frac{1}{2}$  months.

The training of Men S.E.Os. and Mukhya Sevikas on the basis of revised syllabuses started on the 9th March, 1959. In that year it was decided to raise the period of job-training of men S.E.Os. from five to six months; and this combined with  $1\frac{1}{2}$  months' orientation training, brought the total period for training of men S.E.Os. to  $7\frac{1}{2}$  months. The period for Mukhya Sevikas' training, including orientation training, remained  $10\frac{1}{2}$  months, as before. However, in the wake of the National Emergency in 1962, and in consultation with the heads of respective institutions, the duration of Job Course of men S.E.Os. was reduced from 6 months to 5 months, and that of orientation-cum-job course of Mukhya Sevikas was reduced from  $10\frac{1}{2}$  months to 9 months. This reduction in the period of training, however, proved to be short-lived as it was difficult to cover the prescribed syllabus within the reduced period. It was feared that the reduced period would adversely affect the quality of training. And since the quality of training could not be sacrificed at any cost, the very next year, in 1964, the duration of training was restored to its earlier position, namely, 6 months for men S.E.Os. (Job Course) and  $10\frac{1}{2}$  months for Mukhya Sevikas (Job-cum-Orientation Course).



## THE BLOCK DEVELOPMENT OFFICERS

The duration of training of Block Development Officers at what were then called Development Officers' Training Centres was originally fixed at six weeks. The training was confined only to orientation part of it. The job training was not considered necessary for them, as it was hoped that they would be drawn from the existing State Services. It was assumed that their administrative experience would be adequate for the efficient performance of duties in their new jobs.

It was apparent before long that the period of six weeks was utterly inadequate to serve the purpose for which orientation training of B.D.Os. had been started. A large number of conferences, teams, Boards, Councils and Missions which reviewed the training programme one after the other at short intervals asked for its extension. "The present period of six weeks for the orientation training (of B.D.Os.) was considered inadequate" by the Annual Conference on Community Development (1955), which recommended that "it should be extended to atleast eight weeks".<sup>5</sup> The Conference of the heads of the Training Institutions held in December of the same year, also came to the same conclusion.<sup>6</sup> Always sensitive to the needs of the training programme, the Ministry increased the training period to eight weeks in April 1956.

However even this increased duration of training failed to satisfy the needs of the situation. The Expert Committee on Training which submitted its report in July 1957, felt that "even the period of eight weeks is inadequate particularly if recasting of the syllabus, as suggested by us. . . is accepted" and recommended that "the period might be extended to three months".<sup>7</sup> The COPP Team in its report submitted in November 1957 went considerably further and suggested a training period of six months. While the Ministry was not prepared to go that far, nor perhaps was it necessary, it did take a decision in September, 1958, to introduce job-training for B.D.Os. to run concurrently with orientation training and to fix the duration of the combined orientation-cum-job course at three months, the period being equally divided between the two courses. Sometime later, the syllabuses for both the courses were revised, as a result of which the duration of the Orientation course was reduced to one month and that of the job course increased to two months—the total

duration of three months remaining unchanged. Following the emergency in late 1962, the orientation course was reduced from one month to 21 days and job course from two months to 50 days. The duration of the orientation course until February 1965 was four weeks and that of job course seven weeks.

In February 1965 the Government decided to replace the system of Orientation, Job and Study courses at the O. & S.Cs. by only two types of courses, namely, (i) a single General Course in Community Development and Panchayati Raj of two weeks' duration for B.D.Os., Extension Officers, District Heads of Technical Department, and Chairmen and Vice-Chairmen of Panchayat Samitis ; and (ii) a Job Course of 10 weeks' duration for Block Development Officers.

As a result of this decision the total period for training of B.D.Os. was increased from 11 to 12 weeks—the first two weeks for General Course to be followed by the Job Course for 10 weeks. The increase in the duration of Job Course from 7 weeks to 10 weeks was intended to facilitate greater concentration and more detailed emphasis on the role of the B.D.O. in mobilising the Community and Panchayati Raj institutions for increased agricultural production.

It was inevitable that in the revised pattern of training, which, envisaged 16 General Courses of two weeks' duration and 3 Job Courses of 10 weeks' duration every year, a Job Course should run concurrently with four or five General Courses. This arrangement was considered to be feasible administratively and adequate for meeting the future needs for training of B.D.Os. It also ensured that there was no material reduction in the break periods to be utilised for follow-up tours and study and research projects.

## CHAPTER NINE

### THE REORGANISATION OF THE PROGRAMME

#### THE REVISED PATTERN

The year 1958 represents an important milestone in the history of the training programme. On the 11th February that year the Ministry brought about some 'fundamental and far-reaching changes' in the training programme and to extend its scope so as to embrace all categories of development staff from top to bottom. The revised pattern was designed to revitalize the training programme and to remove the deficiencies from which it had suffered till then. There was an all-round enthusiasm about this revised programme, so much so that Shri S. K. Dey, wrote to State Development Commissioners on the 25th January, 1958 : "We are plunging headlong in the implementation of this (revised) programme. . . . If man is basic to our programme, his training even more so as the means for what we aim to achieve".<sup>1</sup>

The broad features of this new pattern of training were :<sup>2</sup>

- (a) All Block Level Extension Officers including the Block Development Officers should receive orientation training together at common centres ;
- (b) Job training for each category of personnel should be arranged in specialised training institutions being run or to be run by the concerned Ministries ;
- (c) Refresher training be given to all Block functionaries as well as district heads of Technical Departments concerned with Community Development ;
- (d) Establishment of a Training Centre to train all the Instructors, Principals, etc. of Training Institutions ;
- (e) Both administrative and technical key personnel including Collectors, Heads of Departments, Development Commissioners, etc. should be afforded special facilities for study in Community Development ; and
- (f) Redefinition of the role of women workers in Blocks,

provision of separate training facilities for women extension workers to equip them to discharge their new responsibilities for work among women and children.

The reorganised pattern led to a shift in emphasis on many aspects of the training programme. For the first time the 'common core' was separated from the content of training given to different personnel at different institutions so that all Block Level Officers, including B.D.Os., could receive a common course of orientation training at one place. The Development Officers' Training Centres were the obvious choice for this common course of orientation training, but keeping in view the new role assigned to them their nomenclature was changed to Orientation Training Centres. This new name was more representative of their new function even though the B.D.Os. had to receive their job training and the district officers their refresher training at these centres.

#### THE REFRESHER COURSES

The reorganised programme of training did not make any mention of seminars and study tours, which till then had been the means for helping the field staff to keep themselves up-to-date with the latest knowledge. Whatever purpose they were able to serve in the early stages of the training programme, their usefulness tended to become more and more limited as the Community Development programme gained greater and greater coverage. This was natural because these seminars and study-tours were rather limited in scope and were conducted on an *ad hoc* and sporadic basis, without much reference to the overall objectives or policy.

The introduction of refresher courses on a regular basis in the revised pattern of training helped to lay the foundations for the future in the context of the coverage of the entire country with development blocks, which has since been achieved. Opening of new blocks and the recruitment of staff for them has ceased and recruitment is limited to the filling up of vacancies occurring in the organisation. The problem, therefore, now is not so much of giving pre-service training to the newly recruited staff, as of keeping their knowledge and skills up-to-date.

The reorganisation scheme provided that refresher training for subject-matter block level extension officers would be imparted

at the respective colleges and subject-matter Training Centres. Refresher training for B.D.Os. and district level officers was to be provided by Orientation Training Centres and for S.E.Os., Mukhya Sevikas, V.L.Ws. by their respective Training Centres.

Refresher courses for men S.E.Os. and Mukhya Sevikas have had a rather chequered course. Started in 1959 in accordance with the reorganised pattern of training, they were intended to be a regular feature of the training programme. In fact some refresher courses each lasting 45 days for men S.E.Os. and two months for Mukhya Sevikas were held each year up to 1962, when they were suspended because of the national emergency. The Regional workshops held in 1964 for review of the training programmes had some difference of opinion on the duration of these refresher courses. One view favoured the longer duration, as in the past; while the other view favoured a period of two weeks. The balance of advantage, however, was considered to lie with the shorter period and the workshop recommended the revival of these refresher courses.

For some time past refresher courses of two months' duration have been organised for Gram Sevaks at some of the Extension Training Centres. By the middle of 1964, about 7,300 Gram Sevaks had been provided refresher training at 23 selected Gram Sevaks' Training Centres. However, these arrangements were not considered adequate when compared with 55,000 posts of Gram Sevaks all over the country in March, 1965. In order to put the refresher training programme for Gram Sevaks on a comprehensive basis, all the Gram Sevaks' Training Centres were geared to provide refresher training in addition to the pre-service training which they were already providing, the aim being to provide refresher training to every Gram Sevak at an interval of three years.

Similarly, the Orientation and Study Centres had stepped up facilities for refresher training. Each O. & S.C. was expected to conduct annually 16 general courses; in addition to orientation and job courses. The idea was to train about 10,000 persons each year so as to "provide a continuous, recurrent cycle of training at five-year intervals, during which every official would have an opportunity of refreshing himself in the programme, bringing his knowledge up-to-date, reflecting on his past experiences and thus raising his competence to meet the growing needs

of a dynamic programme".<sup>3</sup>

The programme for community development has now ceased to expand. It has now to grow in depth and stability and the process is sure to be hedged with problems no less serious than those arising out of its horizontal expansion. The need for keeping the staff well-equipped through training to cope with the problems with confidence is no less today than it was in the past. But the kind of training for the future will be different. In the past the emphasis was on pre-service training, which was generally detailed and prolonged. The emphasis now will be on refresher training, brief and of short duration.

## CHAPTER TEN

### STUDY, RESEARCH AND TRAINING OF TRAINERS

#### THE BACKGROUND

The programme administrators have been taking innumerable steps in the endless quest for excellence of the training programme, but no other step has probably served more to strengthen and consolidate the programme than the establishment in May 1958 of the Central Institute of Study and Research in Community Development. Another vital step was taken with the establishment in February 1959 of a Trainers' Training Institute. The main purpose of the Central Institute was to provide orientation in philosophy and methods of Community Development to high level officials and non-officials ; to promote research, both fundamental and applied, on problems of Community Development; and to provide academic guidance to the Training Centres. The Trainers' Training Institute had for its purpose the training of teaching staff of the Training Institutes in teaching techniques, use of audio-visual aid, group discussion, etc.

Both the Institutes were set up as separate units, each to serve a distinctly separate purpose. The Central Institute was, however, expected to play a leading role in providing academic guidance to the Training Centres. The Advisory Board of the Central Institute in its meeting held on the 15th October 1959, recommended that :

To enable the Central Institute to work as the apex Institute of training for Community Development workers, it was considered necessary that technical guidance of the various Training Centres run by the Ministry should be entrusted to the Institute, the administrative supervision of those centres continuing to be done by the Training Wing of the Ministry. For giving technical guidance to the Training Centres, it was recommended that a high level team consisting of the Principal of the Central Institute, a few technical specialists and the Officer-in-Charge of Training in the

Ministry should be constituted. This team should not only provide guidance in the field of teaching but also suggest ways and means of improving the training programme. It was agreed that the reports of these teams should form the main item for consideration at the annual conference of Principals and Instructors of Orientation Training Centres and S.E.O.T.Cs.<sup>1</sup>

A High Level Team on Training was accordingly constituted by the Government of India on the 31st December, 1959. The Team visited certain selected O.T.Cs. and S.E.O.T.Cs. and E.T.Cs. and submitted two brief but solid reports, one in 1960 and another in 1961. These reports provided ample evidence of the benefit accruing to the Training Centres from the academic guidance of the Central Institute. Keeping in view this fact and also the character of the Central Institute as the apex body, the Trainers' Training Institute was merged into the Central Institute in April 1962. The Central Institute then came to be known as the National Institute of Community Development, with three wings—Study, Research, and Instruction wings. The Study and Research Wings were shifted to the new headquarters of the National Institute at Rajendranagar (Hyderabad) in 1964, while the Instruction Wing was shifted there in 1965.

During the nine years of its existence, the Institute has branched into many useful and creative activities, holding seminars, conducting programmes of study and Research, giving academic guidance to Training Centres and building up a Clearing House of Information on Community Development. The Institute holds a pivotal position in relation to other programmes, especially those of training.

#### THE TRAINERS' TRAINING INSTITUTE

The Trainers' Training Institute—later called the Institute for Instruction in Community Development, and now the Instruction Wing of the National Institute of Community Development—was established to meet a long felt need of the teaching staff of the Training Institutes. These Institutes were set up to train various categories of Community Development workers for jobs that needed a rather new approach, and had to be performed with new techniques and methods. The work was without a precedent : it was building up from a scratch. The work was



action-oriented ; and so was the training. The main thing was *doing* and not *theorising*. Therefore, teachers with more academic degrees or academic experience, but without any practical knowledge or experience of field conditions, could hardly be expected to prove success as trainers. Conversely, persons with whatever field experience they had were generally without academic experience; sometimes without the aptitude for teaching. Since suitable teachers could not be had either from the academic circles or from the field they were drawn from both the spheres.

The need for training the teaching staff, whether it was drawn from the academic world or from the field, was realised even as the training programme made a start. In the early stages of the programme the Allahabad Agricultural Institute was requested to organise a series of four-week short courses for the teaching staff of Extension Training Centres. Later in 1959, ten short seminars each lasting eleven days were arranged for Principals and Instructors of Training Institutions for Gram Sevaks and Gram Sevikas, at the Agricultural College, Osmania University, Hyderabad. Similarly, in-service training for two weeks for the Instructors of Social Education Organisers' Training Centres was recommended by the Conference of Directors of these Centres held in August, 1953. No separate Institute for Training of the teaching staff was, however, contemplated in early stages of the programme.

The Expert Committee on Training forcefully drew attention to lack of arrangements for training of trainers, but it too did not envisage a separate Institute for this purpose. What the Committee had to say about lack of training facilities for the teaching staff of Extension Training Centres held equally good for the staff of other training institutions also. The Committee had said :

There is no regular system of training in teaching techniques and methods the persons who are selected to work as instructors in these institutions (E.T.Cs.) and they are largely left to their own devices to work out their own techniques. Such of them as have had fairly long tenures in the institutions have managed to evolve some methods but where, as has happened frequently, there has been a rather rapid turnover of teaching staff it cannot be said that the instructors are adequately equipped to effectively communicate knowledge

to the trainees.<sup>2</sup>

And, with a view to strengthening this weak link in the chain, the Expert Committee went on to suggest that—

... special training should be given to the instructors (of E.T.C.) in teaching methods. It should be possible to arrange for, in collaboration with the teachers' training colleges, a special course of about a month's duration limited to training persons selected to be instructors in teaching methods and techniques.<sup>3</sup>

Referring to the need for training instructional staff of all Training Centres in general, the Expert Committee observed :

It seems to us that it should be possible to arrange for some training of the persons proposed to be appointed as instructors in these training institutions in the methods and techniques of education. . . . The most satisfactory arrangement appears to be to open a special wing in one of the existing teachers' training institutions to which such instructors could be sent for undergoing this course.<sup>4</sup>

Thus while the idea of giving some kind of training to the instructional staff of the Training Institutions had always been there, a separate Institute for this specific purpose had not been contemplated till 1957. It was realised, however, that training the trainers at the existing teachers' training institutions would not serve the purpose. It would not be able to provide, what the U.N. Evaluation Mission, termed as "imagination in handling concepts, originality in thinking about problems, ability to construct a synthesis of apparently diverse approaches, alertness to examine all existing programmes and methods".<sup>5</sup> These could be provided best at a separate specialised institution. The decision in favour of having a Trainers' Training Institute devoted wholly to the training of trainers was based on foresight; and stands justified by the work and growth of the Institute during the years that it has been in existence.

The activities of the Institute in the first two or three years of its working were confined primarily to holding two sets of courses: (i) 1½ months' course for District Panchayat officers and (ii) 3 months' Instructors' course for Vice-Principals and Instructors of Orientation and Study Centres, Deputy Directors and Instructors of Social Education Organisers' and Mukhya Sevaks' Training Centres, Principals of Gram Sevaks' Training Centres,

Chief Instructresses of Gram Sevikas' Training Centres and Instructors of the Institutes for training of Extension Officer (Industries). While these two courses continued to be the main activities of this Institute, it undertook many other activities. Preparation of guide books, compilation of teaching materials, evaluation of various Training Centres, linking up of research and teaching materials with syllabuses and development of academic content of teaching in O. & S.Cs. merit special attention. Its other activities included analysis of the job description and contents of training of each category of Community Development Workers and using it for improving the training programmes ; and review of the quarterly reports of Training Centres.

An appraisal in 1962 of the activities of the Trainers' Training Institute, *i.e.*, the Instruction Wing of the National Institute revealed the need for emphasis on three major aspects of an Instructor's role—as a teacher, as a research worker and as an extension worker in the five villages taken up for practical work. It also brought to light the need for putting Instructors through an "inter-disciplinary course touching all the Social Sciences having a bearing on the Community Development programme",<sup>6</sup> so that they should be able in turn to "give field functionaries whom they train, the right approach to an integrated, multi-faceted programme like Community Development".<sup>7</sup> In view of these considerations the syllabus of the Trainers' training course was modified in 1963, and also its duration extended to 4½ months. The modified syllabus had three major compartments: (1) orientation in Community Development and Panchayati Raj; (2) basic courses in Social Sciences like Sociology, Anthropology, Public Administration, Social Psychology, etc.; and (3) concentration course in Educational Psychology, Communication and Communication Media, and Teaching Methods.

The syllabus had also something in addition. Keeping in view the increasing emphasis on field-studies by Instructors of Training Centres, it was considered necessary to include in the syllabus some theoretical knowledge and practical exercise in designing and conducting field studies. Sub-courses on Research Methodology and Social Statistics were also included in the 4½ months course. Also included in this course were some lectures on agriculture and animal husbandry, which were considered

necessary in view of the high priority given to these sectors in the total programme of Community Development.

As a step further towards academic guidance of the Training Centres, a programme of Training Follow-up was initiated by the National Institute. A special team constituted for this purpose and asked to visit the Training Centres; to meet the Instructors who had had training at the Instruction Wing; to ascertain their experiences, problems and requirements; and to make suggestions for improvement in the training programmes of the Instruction Wing.

The Instruction Wing of the National Institute has been making efforts during all these years to develop and to refine the content of training imparted by it. Through a modified and more balanced syllabus, experimental attitude and dynamic approach to the problems of teaching, it has fulfilled, and promises to do so even more in the future, a very fundamental need of the training programme.

#### THE NATIONAL INSTITUTE OF COMMUNITY DEVELOPMENT

At the Annual Conference on Community Development held at Nainital in May 1956, a special Sub-Committee, comprising representatives of the Planning Commission, some Central Ministries, a few Development Commissioners and others met to discuss the idea of setting a Central Institute on Community Development. Explaining the idea behind the proposal, Shri S. K. Dey told the Sub-Committee—

... We are being faced increasingly with problems in the administration of this programme which require to be considered rather carefully. The pressure under which work is growing these days makes it impossible for anybody, while engaged in his normal work, to give concentrated thoughts to these problems. We are also approaching a stage in our programme where we can seek no light from precedents. It was, therefore, felt that it would be a good idea if the top administrators from different States and Heads of Technical Departments directly concerned with the implementation of the programme as well as leading non-officials interested in the programme, could get away for some time (say, 2 to 3 months) from their day-to-day work and discuss problems of common interest in carefully organised seminars.<sup>8</sup>

The Sub-Committee was also informed that the Ford Foundation were prepared to finance the Institute for the first five years. Some of the participants had doubts about the ability or willingness of the State Governments to release their top officers—especially for such a long period as two to three months. They had doubts also about the availability of instructors of the required competence and calibre. The Committee nevertheless agreed to the setting up of the Institute. The period of the course was suggested as four to six weeks ; number of participants sixty—forty officials and twenty non-officials—the latter comprising interested Ministers, M.Ps., University teachers, etc.

The meeting of this Sub-Committee was held on the 6th May 1956, and exactly two years later, on the 1st May, 1958, the State Governments were informed that the Central Institute of Study and Research in Community Development would start functioning in a month's time and that they should indicate the names and particulars of officers whom they would like to depute for the first course lasting six weeks. In this communication the the State Governments were also informed of the broad terms of deputation of the trainees.

### *The Participants*

It was originally proposed that participants in the Orientation Courses at the National Institute would be drawn from Development Commissioners and Additional/Joint/Deputy/Assistant Development Commissioners ; Secretaries of Development Departments ; Heads of Technical Departments ; Regional Officers of Technical Departments ; Commissioners of Divisions ; Collectors ; Senior District Planning or Development Officers ; and Senior Sub-Divisional Officers. By 1963, these categories were extended so as to include, in addition Deputy Secretaries to State Government, Additional Collectors and Chief Executive Officers of Zila Parishads ; selected Block Development Officers ; Principals of Orientation and Study Centres, Directors/Deputy Directors of Social Education Organisers' Training Centres, etc. Among non-officials, besides Members of Parliament and State Legislatures specifically mentioned in the original scheme, the field for choice was extended to include Chairman and Vice-Chairmen of Zila Parishads, selected Pradhans, representatives of

Universities, nominees of Voluntary Organisations and participants from other countries.

The original scheme provided for 50 participants per course, including 10 or less non-officials, or roughly 20 per cent. The number of non-officials attending each course has been fluctuating rather heavily, but their over-all attendance in all the courses each year was normally between 25 and 30 per cent. This is a very welcome feature. Also it is an indication of the keen interest taken by non-officials in the new responsibilities cast upon them after introduction of Panchayati Raj.

### *The Utilisation of Seats*

As against fifty seats available at the Institute for each course, generally between 35 and 465 seats have been utilised, though on a few occasions the seats utilised have somewhat exceeded or fallen below this range. A notable exception was the 17th course that commenced on the 12th November 1962, attended by only 12 participants, including 3 non-officials.<sup>9</sup> The explanation for this extremely poor attendance lies in the National Emergency owing to which the State Governments were unable to spare their officers. The effect of the emergency was reflected even in the next course held from 18th March to 18th April 1963 and attended by 25 participants, including 5 non-officials. During subsequent courses, however, the attendance improved to conform, more or less, to the normal pattern.

### *The Organisational Pattern*

It was originally proposed that the National Institute would comprise two wings—the Study Wing and the Research Wing. The immediate, and major, function assigned to the Study Wing was to conduct orientation courses for the key personnel and to supervise and guide the Training Centres for B.D.Os., S.E.Os., Mukhya Sevikas, etc. The latter function was transferred to the Instruction Wing, when the Trainers' Training Institute was merged with the National Institute. The Research Wing set up, a little later, was responsible for guiding, promoting and coordinating research on problems connected with the programme of Community Development. Within this organisational framework, however, a number of features and activities were introduced during subsequent years. These include the

establishment of Clearing House of Information on Community Development to collect, collate, classify publications and to disseminate information on Community Development ; and the holding of seminars, workshops, symposia, etc., on Community Development or allied subjects.

### *The Orientation Courses*

The major activity of the Institute, as stated already, has been the holding of orientation courses. What are the details of this course ? How is it planned and conducted ?

The chief elements of the orientation course are : (1) Syndicate studies ; (2) Talks by guest speakers and staff members ; (3) Presentation of individual papers by participants ; (4) Consideration of research papers ; and (5) Book Reviews.

The procedure for selection of topics for syndicate studies is characterised by emphasis on selection of real, rather than theoretical, problems and democratic manner of conducting them. Even before the participants come to the Institute, they are asked to prepare and bring with them a brief note on the problems encountered by them in their work. On the first day of the course, after the Principal of the Institute offers some introductory remarks explaining the method and scope of the course, the participants are asked, one by one, to present their papers : each paper is followed by a brief discussion to seek clarification or amplification of the points made. The presentation and preliminary discussion of problems takes about three days. On the fourth day, the Principal sums up the salient topics that emerge and, wherever necessary, indicates the extent to which they have been covered by the previous studies, executive action or policy decision. At this stage, the topics suggested by the Ministry for syndicate study are introduced. The participants consider all the topics that finally emerge ; and out of these select five or six subjects for syndicate study.

After the selection of subjects, participants are left free to choose the subject in which they have special interest or field experience, subject only to the need for having a fair representation of each category of participants in each syndicate group. Each syndicate has a convener, a Secretary and four or five members. The syndicate groups then sit down to the study of available literature, helped by the Institute staff by way of

reference material. After the syndicate has studied, digested and discussed the material available on the subject, they draw up an outline of the study. Each member of the syndicate is then allotted a specific item of study, but the whole group often meets to exchange ideas and clarify issues. The staff of the Institute and outside experts specifically invited by the Institute help the syndicate with their advice and suggestions. The draft of the syndicate report, thus slowly takes shape. The draft need not be unanimous ; the divergence of views is permitted ; even encouraged. The draft, when ready, is circulated to other syndicates for their comments and suggestions. The final reports of the syndicates are thus based on a fairly extensive cross-fertilization of ideas. They are then discussed thread-bare by the whole group at a meeting in which staff-members of the Institute and experts, including a representative of the Ministry, participate.

The procedure outlined above for syndicate study is, however, not the final word. It cannot be so at an Institute which promotes, and is animated by, a spirit of experimentation. In 1954, the Institute modified its system of syndicate studies. To quote from the Institute's Report for 1964 :

In an attempt to enrich the content of the Orientation Courses, the Institute made a departure in the pattern of the last two courses held this year. In place of the syndicate system of studies in which groups of participants would prepare one long paper each, the groups were asked to present four to six short papers based on an elucidation of a topic by a panel of experts, a subsequent discussion between the panel and the participants and further study by and discussion among the participants themselves. It was hoped that the modified system would help to draw the participants deeper into the discussion than had been possible earlier. Actual experience showed that even the new system suffered from certain inadequacies and the Institute proposes to try a combination of the syndicate and the panel methods in future courses.<sup>10</sup>

So the endless quest for perfection keeps alive the spirit of experimentation. However that may be, the final recommendations of the syndicate are not just left to fill the archives of the National Institute. They are sent to the Ministry and the State Governments for their consideration and suitable action.



Several important suggestions made by the syndicates were found to be eminently useful and were accepted and implemented by the Ministry and the State Governments.

As with the procedure for holding syndicate studies, there has been a measure of experimentation with the procedure for sending syndicate reports to the Ministry and the State Governments. The procedure followed previously was that the Principal sent these reports simultaneously to the Ministry of Community Development and to the State Governments and requested them to keep the Institute informed of the action taken or proposed to be taken on the recommendations and suggestions made therein. While this procedure ensured speedy consideration of recommendations which involved executive action; it did not work well in case of recommendations which involved policy. In 1963, the procedure for processing the syndicate reports was changed in respect of the recommendations involving policy. It was decided that once in six months the Institute would make a tally of the recommendations having policy implications, and after initial screening, forward them to the Ministry of Community Development. It would then be for the Ministry to examine these recommendations and, wherever necessary, take them up with the State Governments. This modified procedure was adopted with a view to providing a more systematic examination and follow-up of syndicate recommendations.

### *The Clearing House of Information*

The volume of publications, official and private, and the number of articles on Community Development in periodicals all over the world have enormously increased during the past some years. It is hardly possible for any individual, much less for the busy officers and others connected with the programme of Community Development, to keep abreast of the ideas and experiences reflected through this literature. It is still more difficult for any one to remember and refer easily to the material concerning the topic of his enquiry. The difficulty is, however, effectively overcome through documentation, which has been aptly described as the organised memory of mankind. The Clearance House was set up at the National Institute in 1960 to provide collection and documentation of literature on Community Development.

The seeds of the idea for a Clearance House at the National Institute were contained in the report of the U.N. Evaluation Mission. "It would...be useful", the Mission observed in its report, "to build up a collection for reference purposes, of reports, books and articles on community development in other countries, and of the major international meetings and conferences on this subject."<sup>11</sup> The provision of this service was also suggested by the Advisory Board of the Institute.

The chief object of the Clearing House was to serve the activities of different branches of the National Institute ; especially to supply reference and bibliographical services to the participants of the Orientation Courses of the Institute. As it has expanded and consolidated its services over the years, it has also been trying to help government departments, academic institutions and field workers.

The first step in the direction of developing the Clearance House was to collect books and periodicals and other material on community development and related subjects. Books were purchased from the market, periodicals were subscribed to. However, there was a large volume of literature including books, reports, acts and regulations, monographs, letters, circulars and research findings—produced by Governments, academic agencies and individuals, published or unpublished, priced or unpriced—that was not available in the market. For collection of such material, the Institute established contacts with international organisations, foreign governments and non-official agencies. These contacts yielded a rich harvest of valuable material received on exchange basis, or even without it. Most of the periodicals were received on recurring basis.

The Clearing House published a basic bibliography in 1961 of the material collected till then. This bibliography, which contained a list of 1381 books and 566 articles, was modelled on the lines of international bibliographies, covered the following subjects related to Community Development—Agriculture (including Extension, Irrigation and Animal Husbandry), Cooperation, Small-Scale Industries, Public Administration, Local Self-Government (Panchayati Raj), Social Welfare, Social Education, Public Health and Sanitation, Sociology (Rural Sociology), Study, Research and Training.<sup>12</sup> This bibliography is being augmented with quarterly supplements.

In addition to the bibliographical series, the Clearing House has been thinking to bring out publications for dissemination of knowledge on various aspects of Community Development, and a quarterly digest on Community Development. The selection of material for publication was to be made from a large field covering Reports of Seminars and Syndicates, research studies and dissertations. Limitations of funds and staff stood in the way and so did the national emergency in 1962, and 1965, when severe restrictions were placed on government printing and publications. Nevertheless the Institute has brought out a number of publications, some of them pertaining to the national emergency itself—e.g., Research Studies on "Perception of the National Emergency in Village India", and on "Village Volunteer Force and Defence Labour Bank" and also a compilation of talks delivered at the Institute under the title "Perspectives on the National Emergency". The first two issues of the "Quarterly Digest" were also published in 1963. Since then a fairly large number of study series, seminar reports and Bibliography on Community Development have been brought out by the Institute.

In March 1967 the Institute brought out the first issue of its six-monthly journal. The journal aims at promoting study and research in behavioural sciences connected with community development and providing a forum for exchange of views between Behavioural Science academicians on the one hand and policy-makers and planners on the other.

The usefulness of the Clearing House as a store of knowledge on Community Development and an organised memory of those interested in the programme is indeed unlimited. No effort is too great to increase this usefulness.

### *The Research Programmes*

It is common human weakness to assume that one knows all that is worth knowing about one's job, and that the way one is going about one's job is the best in the circumstances. This assumption, however, is seldom correct and is, therefore, an impediment to progress. In the case of Community Development Workers the assumption is dangerous, if not fatal. The path of Community Development must be guided by the light of research.

Research, as a means of valuable support to the programme, has been one of the major activities of the National Institute. As a matter of policy the Institute has been entrusting fundamental research to Universities or reputable Research Institutes and research in operational problems to itself or the Training Centres. The Institute also guides the Training Centres in selection of problems, methodology, time schedules and other aspects of research.

The studies undertaken at the National Institute itself fall under two categories : (1) those undertaken by the Institute on an extensive scale, and (2) those undertaken by individual staff members. Mention has already been made of the major studies falling under the former category—the perception of the National Emergency and the Village Volunteer Force. Since these two studies were of an All-India nature, the staff of the O. & S.Cs. and S.E.O.T.Cs. were also involved in as much as the entire field investigations were carried out by them. The research design, data-analysis and preparation of project reports were undertaken by the Institute. Besides these studies of all-India nature, the members of the staff also took up some individual research projects.

### *Fellowships*

Award of Fellowships is another activity of the Institute. It awards Junior Research Fellowships to promising research workers to enable them to carry out field work leading to a doctoral degree. It also awards Senior Research Fellowships to enable persons of repute either from Universities or other organisations to carry out research under the auspices of the Institute. The research fellowships are advertised annually, the applications are screened initially by the Institute and final selection is made by a Selection Committee. The fellowships are normally tenable for one or two years, and the selected fellows have to do research under the supervisors approved by the Institute.

A review of the activities of the National Institute would indicate that its establishment in 1958 has served to fill a vital gap in the programme of Community Development in general, and in the programme of training in particular. At the conclusion of the first orientation course at the Institute, Shri S.K. Dey

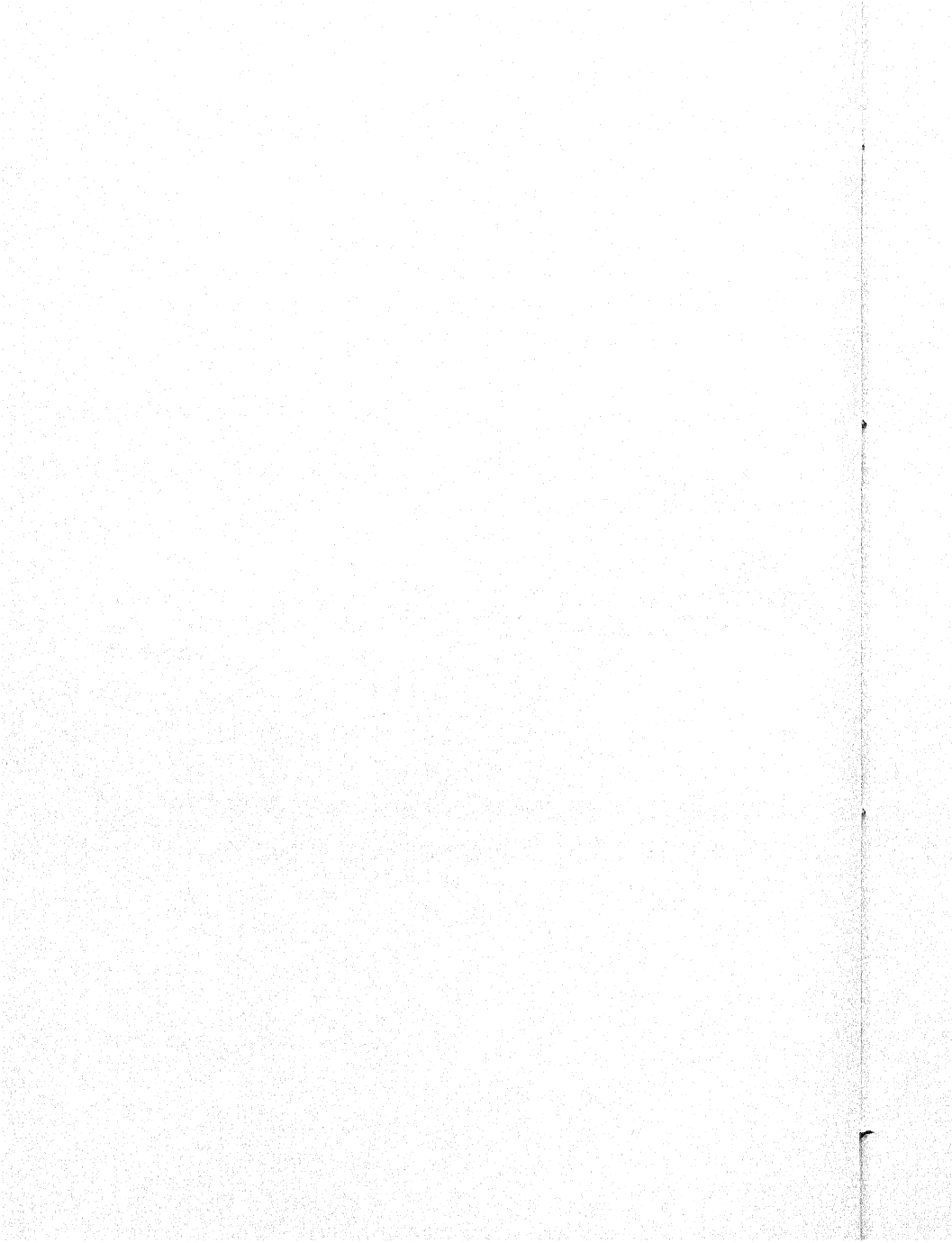
had observed that "my brief experience of this first course made me feel guilty for the first time that we did not start this Institute earlier".<sup>13</sup> The usefulness of subsequent orientation courses is proved by the fact that syndicate reports have been given the most earnest consideration by all concerned and many of their recommendations have been accepted and implemented.

On the 1st November, 1965, the National Institute of Community Development was converted from a Government institution into an autonomous body, registered under the Societies Registration Act. The autonomous nature of the Institute, it was expected, would provide a better climate for independent and objective research and evaluation and also enable the Institute to attract competent staff, who might otherwise be reluctant to join government service.

The Institute has been trying to promote an integrated development of the training programmes and field work. Its recently acquired autonomy gives it a new status and more favourable climate for even more fruitful work. In the years to come, it is hoped, it will grow further so as to become, "a powerhouse for interchange of thought and experience on community development".<sup>14</sup>

PART FOUR

EVALUATION AND PROSPECTS



## CHAPTER ELEVEN

### EVALUATION

#### EVALUATION : GENERAL

##### *Theoretical Concept*

The concept of evaluation originated with the commencement of the First Five-Year Plan. Evaluation was then defined as the “branch of social research oriented primarily to the needs of action programmes”.<sup>1</sup> Evaluation aimed at assessing, through scientific and systematic studies, the extent to which a programme was succeeding in its objectives and to determine the relative efficacy of different methods of approach in the light of that assessment. Evaluation was thus meant to serve as an ‘aid to policy’ for improving the execution of development programmes. With this end in view the first Plan recommended that “with every programme, provision should always be made for assessment of results. Systematic evaluation should become a normal administrative practice in all branches of public activity.”<sup>2</sup>

Evaluation has come to mean different things to different people. This is so because the programmes taken up under the five year plans differed from each other in approach and objectives. Some programmes, like a dam or a plant, had for their principal objective physical achievement or material progress, susceptible to precise measurement ; while some others like extension education aimed primarily at change of attitude and behaviour, which cannot be measured so precisely. Be that as it may, there are two factors common to all evaluations : (1) measurement of progress in relation to the goals set for the programme, and (2) measurement of the relative efficacy of the means employed for achieving the goal.

##### *Evaluation and Objectives of Training*

The key-note of evaluation is the assessment of programme performance in relation to its total objectives. In regard to



the training programmes, there are different categories of C.D. personnel with different levels of educational qualifications and intellectual attainments, different functions, different Training Centres and different courses of training. Moreover, the functions of these different categories of personnel, have often to be amended in consequence of the shift in emphasis from one aspect of the programme to other ; for example, the need of working for greater agricultural production, or of meeting a national emergency, such as the one in 1962 and again in 1965.

As early as 1953, the objectives of training for Village Level Workers were defined as follows :

- (a) (to promote among the V.L.Ws.) a clear and challenging understanding of the nature and significance of the Community Development Programme to new India;
- (b) (to develop in the V.L.Ws.) a spirit and philosophy of service to the people which all workers must have, if they are to be effective in helping the village people to help themselves ; and
- (c) (to guide V.L.Ws.) in having first-hand experience in doing effective village work.<sup>3</sup>

The objectives of training of Social Education Organisers were rather difficult of precise definition. This was so partly because there was a good deal of vagueness about the meaning and content of Social Education itself. An official communication addressed to the Heads of the S.E.O.T.Cs. in May 1953 stated that "there is still some confusion about the objectives to be achieved in the five centres where the social organisers are being trained".<sup>4</sup> This communication went on to add that the training of S.E.Os. "should fully acquaint them with the activities and methods the village workers must follow in carrying out their respective assignments" and "should concentrate on the applied side of organising and conducting Adult Literacy classes".<sup>5</sup>

The objectives of training of S.E.Os. were defined in more concrete terms by the first Conference of the Directors of S.E.O.T.Cs. held in August 1953. These, according to this Conference, were to give to the S.E.Os. :

- (a) Sound knowledge in the theory of social organisation and reconstruction in villages with special reference to the Community Projects Programme ;

- (b) Practical training in the techniques of all-round village reconstruction, emphasising techniques for arousing and sustaining villagers' interest and participation in village self-help programmes for better agriculture, sanitation, health, housing, small-scale industries, adult literacy, voluntary cooperative effort and in active and creative citizenship in a democratic society; and
- (c) Practical training in techniques of organising and conducting adult literacy programmes, cultural and recreational activities, organisation of rural libraries, effective use of audio-visual aids and other methods of informal education.<sup>6</sup>

In the earlier stages, the Development Officers' Training Centres were charged with the responsibility of training Block Development Officers, the objective being to impart them skills in techniques of planning and execution of programmes and to orient them in the fundamentals of Community Development, including its philosophy, concepts, etc. The reorganisation of the Training Programme in 1958 charged these centres—renamed Orientation Training Centres—with an additional function of far-reaching importance, namely, to impart orientation training to all the Block Level Extension Staff, with a view to making the objectives of training more broad-based. These were to give the supervisory personnel clear idea and understanding of the history, concepts, aims and methods of Community Development; of the principles of rural psychology; of the importance of educational approach to extension work; and of the skills needed for enlisting the cooperation of rural people as well as of fellow workers in analysing local problems and building up and executing local programmes.

While the objectives of training were differently defined for different categories of C.D. personnel, or even for the same category at different points of time, two objectives stand out prominently as being common to all of them: (1) to impart to the functionaries the concept of Community Development and Extension approach, and (2) to equip them with better knowledge and skills with which to perform their respective functions. When the programme of training was reorganised in 1958, the first objective was assigned to what was called the Orientation Training

and the second objective to Job Training. The syllabuses, revised by various *ad hoc* Committees in the wake of this reorganisation, defined the objectives of training in a much simpler way. The main purpose of Orientation training was stated to be "to ensure that all the functionaries... get a common understanding of the objectives, methods and ways of measuring progress of the Community Development Programme".<sup>7</sup> The purpose of Job Training was stated to be to give the functionaries "an insight into the nature of duties they have to perform, the problems they are likely to face and their possible solutions".<sup>8</sup>

From 1959, a new and very important factor emerged in the scheme of Community Development. Democratic decentralisation, or *Panchayati Raj* as it came to be called later, began to emerge as a new system of rural administration, in which a major part of the responsibility for preparing rural plans and programmes for Villages, Blocks and Districts was transferred to panchayat bodies along with the necessary power and authority to carry them out. This new system of participating democracy called for a new relationship between the officials and non-officials. Apparently, each had a different background, each had worked and grown in a different, and not infrequently, a mutually hostile atmosphere. The legacy of mutual distrust inherited from the pre-independence period could not be wiped off easily. It was clear that a big adjustment would be needed on the part of both officials and non-officials, if friction was to be avoided and harmonious and cooperative relations were to be established between them. In this context, training assumed new dimensions as a means for initiating and promoting the process of adjustment. The objectives of training, involving non-officials as much as officials, had to be re-defined and they could be summed up as follows<sup>9</sup> :

- (a) To ensure that both officials and non-officials get a common understanding of the philosophy, objectives and methods of C.D. programme ;
- (b) Both officials and non-officials acquire knowledge of methods of working with people ;
- (c) The officials in particular learn techniques and skills to enable them to impart useful knowledge and information to people during the course of Extension Work ; and
- (d) Both officials and non-officials develop an understanding

of each other's role so as to establish a harmonious working relationship among themselves.

This statement of objectives of training is fairly comprehensive, except that it makes no mention of the need for various categories and levels of officials, technical and general, to work as a team in a coordinated manner. This is one of the most desirable objectives of training for Community Development; and, though not specifically stated, it seems to be implied in the very first objective, namely, the acquirement of a common understanding of the philosophy, objectives and methods of C.D. programme. If that be so, the above-mentioned objectives of the training programme in India approximate very closely to the objectives defined by Mr. T.R. Batten in his "Training for Community Development".<sup>10</sup> One of these objectives, according to him, is the development in the field workers of a satisfactory level of skill in working with people; and the other is the provision of effective orientation training for all officers engaged in the work of Community Development as well as for village leaders and non-officials.

### *Evaluation Criteria*

As stated earlier, evaluation can have different meanings and definitions depending on the nature and content of the programme to be evaluated; nevertheless the core of all evaluation is the assessment of achievements in relation to the objectives set for a programme. In this sense, the essential feature of the programmes for training of Community Development personnel should be an assessment of the improvement in their skill for job performance and of the change in their attitudes and outlook. This is the essence of training evaluation; and this would necessarily require a study of the attitudes of the trainees before and after their participation in the training programme. Not much emphasis seems to have been placed so far on this aspect of evaluation.

What are the criteria adopted so far for evaluation of the training programme? In a note submitted for consideration of the Annual Conference of Development Commissioners (1954), the C.P.A. stated that the stage had come for evaluation of Training Centres and suggested that the scope of their evaluation should be under six major heads,<sup>11</sup>: (i) Methods of Selection;

(ii) Content of Training Programmes ; (iii) Methods of Training ; (iv) Duration of Training ; (v) Performance of the Trainees ; and (vi) General, covering such items as morale of trainers, staff-trainee relationship ; supervision of Training Centres, etc.

The COPP Team suggested evaluation of training institutions for V.L.Ws. on more or less similar lines. "Institutional assessment", according to the report of the COPP Team, "would mean looking into the qualifications of the teaching staff, organisation of the training programmes, training facilities available, the methods of internal evaluation of the work of trainees, the standard of teaching, etc."<sup>12</sup>

Evaluation has almost invariably been the topic of discussion at the Conferences of the heads of the various Training Institutions. Their deliberations have centred round the twin aspects of evaluation of individual trainees and evaluation of training courses. The former is done by the teaching staff and the latter by the trainees. In either case evaluation is normally done through standardised proformae, though the Training Centres have the discretion to modify them in the light of their situation and needs : some Centres have system of evaluation without the use of such proformae.

The proformae have been continually tested, refined and improved upon. The latest touch was given to them by the National Institute of Community Development. The resultant proformae, though following the line of their predecessors, stand out among them in thoroughness and attractiveness, that is, their capacity to compel response. They are comprehensive enough ; but more than that they hold the temptation for the trainees to record their responses.

The proforma for evaluation of trainees (by teaching staff) designed by the National Institute of Community Development seeks to assess their personality traits such as leadership, initiative, organisational capacity, discipline, punctuality, etc. ; their capacity for social adjustment in areas such as interest and cooperation in the community life at the Training Centre, participation in sports and cultural activities ; and their attitude to developmental work measured by such qualities as faith in and enthusiasm for rural uplift, understanding of the C.D. programme and ability to work with people. The overall evaluation of trainees at the end of the course is forwarded by the Training Centres to

the State Governments and usually forms part of their confidential Roll.

The proforma for evaluation of the training programme (by course participants on completion of the course) also designed by the N.I.C.D. seeks to obtain views of the trainees on such aspects of training as daily routine at the Training Centre ; content and duration of the course and the method of conducting it ; library and reading room facilities ; boarding and lodging facilities ; changes in attitude, skills, behaviour, knowledge ; follow-up programme, etc. The responses of trainees are analysed by the Training Centres and their suggestions for improvement are considered and adopted to the extent possible.

### *Conclusion*

Evaluation has been an indispensable part of the training programme throughout. However, no clear-cut and precise definition of the term, specially in relation to the training programme, seems to have emerged so far ; nor of the content and objectives of evaluation. This can be traced partly to the wide connotations attached to the term and partly to the divergence of views about the precise objectives of training. Nevertheless, evaluation of the training programmes, which is done internally, has sought to assess the progress and relative merits of the trainees during the course of their training, as well as to judge the adequacy of the training course, its syllabus and method of training. Through these twin aspects of evaluation of the trainees and of the training programme, an effort has been made to determine the extent to which the training imparted has been assimilated by the trainees, to get an idea of how training was received by them and to ascertain the strong and weak points of the training programme as seen by the trainees.

Evaluation so far has been confined mainly to the assessment of the trainees' performance and of the training programme *during the period of training*. While it has served a useful purpose in spotlighting the weak points of the programme of training, its scope would seem to have been rather limited. Evaluation would become still more purposeful if, *in addition*, an attempt is made, on the basis of well-designed and scientific criteria, to measure the impact of training on human behaviour and interaction. An assessment of the change in the attitudes and outlook of

those trained would inevitably have to be periodical, preferably at an interval of a specified number of years, and would call for a study of their attitudes before and after their participation in the training programme.

#### EVALUATION OF TRAINING COURSES

The Programme of Community Development was launched in 1952 on a note of sturdy optimism mingled with uncertainty. There were on the one side the lofty ideals and laudable objectives of Community Development in the background of the teeming millions, sleeping in the vast rural areas, impoverished and yet full of unlimited potentiality, and on the other, the scarcity of resources required for achieving those objectives. The comparative novelty of the experiment, the changes it brought about in functions of government, the new context in which Government officials were expected to function, the repeated emphasis on "new skills" and "new attitudes" required for executing the C.D. programme also contributed to the uncertainty. The training programme, started almost simultaneously with the C.D. programme, had for its objective the reduction of this uncertainty. Training for Community Development was given the pride of place so much so that the success or failure of the entire C.D. programme was stated to be dependent, not on the availability of funds which were scarce in any case, but on the availability of trained personnel.

How far has the training programme achieved its objectives? People seem to hold different views on this question. There are some who feel that the training programme has not made any contribution towards the success of the C.D. programme. According to them what matters is the inherent qualities of man himself. Quoting an old adage 'attitudes are caught more often than taught', they say that man will change his attitude, not through class-room instruction of a few weeks or even months but, when he has been through the crucible of experience. They, therefore, look upon training at best as a holiday; at worst as a waste of time and money. On the other hand, there are people who feel, equally strongly, that training is everything, an *open sesame* to success. There are some others, like the U.N. Evaluation Mission, whose feelings run somewhere between these two extremes. "There has, at times, been a certain tendency to say", says the U.N. Mission Report, "that everything depends on

training. Fortunately that is not wholly true, for ... some of the most penetrating and constructive thinking about community development has come from people (at the top level) who have not had any specific 'training' in this field."<sup>13</sup>

Many among those who support training as a quick means of increasing staff competence do not feel quite satisfied with the way it is carried out or with the progress it has made. They point out many a deficiency in its execution as is evident from the suggestions repeatedly made from time to time for removal of the same deficiency.

Where precisely does the truth lie? The answer to this question was sought through an enquiry from some of the Training Centres and a small number of C.D. staff who had received training. The Centres (except the O. & S.Cs. and S.E.O.T.Cs. where the entire lot formed the sample) and the C.D. Blocks were selected on the basis of random sampling subject to the condition that all the States received more or less equal representation. The enquiry was made through two mailed questionnaires, one for the Training Centres and the other for the ex-trainees.

The responses of the respondents are analysed in the remaining part of this Chapter. The conclusions drawn from the analysis of these responses are, however, indicative of the trends which would need to be validated further through a larger sample and more intensive study.

### *Analysis of Responses*

**Extent of Responses :** The response from the respondents was on the whole very satisfactory as may be seen from Table 11.1.

*Table 11.1: Extent of response*

<i>Details of Respondents</i>	<i>Number</i>			<i>Percentage of Response in relation to those addressed</i>
	<i>Total</i>	<i>Addres- sed</i>	<i>Res- ponded</i>	
O. & S.Cs.	12	11	11	100
S.E.O.T.Cs.	12	12	10	83
E.T.C.	100	24	20	83
Home Science Wings	45	13	6	46
Health Orientation Centres	3	3	0	0
Blocks	5,200	46	36	78



The number of Blocks addressed in relation to the total had to be necessarily small for practical reasons. Each Block addressed was sent 10 copies of the proforma in the hope that all these would be filled up by ex-trainees. However, the actual returns fell short of expectations, and against the 460 proformae expected from ex-trainees only 138 or 30 per cent were received. The break-up is as follows :

*Table 11.2 : Details of block staff responding*

<i>Category</i>	<i>Number who responded</i>
B.D.Os.	18
S.E.Os.	15
Mukhya Sevikas	5
Extension Officers (various subjects)	43
V.L.Ws.	56
Gram Sevikas (ignored)	1
Total :	138

The respondents were divided into two categories—those who received training before 1960 and those who received it after 1960. The idea was to see whether the reorganisation of the training programme effected in 1958 had made any difference in any aspect of the training as reflected in the responses of these two divisions of ex-trainees.<sup>14</sup> As, however, no appreciable difference could be noticed, this variable was excluded. Also, as only one Gram Sevika had responded, this category had to be excluded from analysis.

**Usefulness of the Training Programme:** Ex-trainees are perhaps the best judge of the usefulness or otherwise of the Training Programme. They were not asked this question directly in order to exclude the possibility of bias. The answer to this question was, however, sought to be found through their views on the pertinence of syllabus, the adequacy or otherwise of the training period and the field-work during training, the help training can give the trainees in gaining promotion and in cultivating good relations with their colleagues and the village people.

Table 11.3 shows the response in respect of pertinence of the syllabus to the needs of ex-trainees.

*Table 11.3 : Pertinence of the syllabus to the needs of block staff*

Category	No.	was per- tinent		was per- tinent to some extent		was not pertinent		Don't know or not res- ponded	
		No.	%	No.	%	No.	%	No.	%
		No.	age	No.	age	No.	age	No.	age
B.D.Os.	18	3	17	11	61	4	22	—	—
S.E.Os.	15	7	46	6	40	1	7	1	7
Mukhya Sevikas	5	3	60	2	40	—	—	—	—
V.L.Ws.	56	39	70	15	27	2	3	—	—
E.Os. (Misc.)	43	18	42	20	47	3	7	2	4
Total :	137	70	51	54	39	10	7	3	3

Fifty-one per cent of all staff feel that the syllabus was pertinent to their needs, 39 per cent feel that it was somewhat pertinent, 7 per cent feel that it was not pertinent and 3 per cent don't know. B.D.Os. make the smallest percentage (17) of those who regard syllabus as pertinent to their needs, superceded in the ascending order by Extension Officers (42 per cent), S.E.Os. (46 per cent), Mukhya Sevikas (60 per cent), and V.L.Ws. (70 per cent). It appears that the lower the educational qualifications that a person has the more satisfaction he receives from training.

Table 11.4 indicates the reaction of trainees in regard to the adequacy or otherwise of duration of training :

*Table 11.4 : Duration of training*

Category	No.	Adequacy of training period					
		was suffi- cient	% age	was not suffi- cient	% age	Don't know or not res- ponded	% age
B.D.Os.	18	8	44	10	66	—	—
S.E.Os.	15	5	33	9	60	1	7
Mukhya Sevikas	5	2	40	3	60	—	—
V.L.Ws.	56	38	68	15	27	3	5
Extension Officers	43	16	37	26	61	1	2
Total :	137	69	50	63	46	5	4

Fifty per cent of the trainees feel that the duration of training was adequate, 46 per cent feel that it was not adequate and only 4 per cent don't know. The category most satisfied with the duration of training is V.L.Ws. (68 per cent), followed by B.D.Os. (44 per cent) and Mukhya Sevikas (40 per cent), Extension Officers (37 per cent), and S.E.Os. (33 per cent).

Table 11.5 indicates the preference of trainees (who regard training period as inadequate) for shortening of the syllabus or for prolonging the duration.

*Table 11.5 : Preference for shortening the syllabus or prolonging the duration*

Category	No.	Preference for					
		shor- tening the syllabus	% age	Pro- longing dura- tion	% age	Don't know or not res- ponded	% age
B.D.Os.	10	1	10	9	90	—	—
S.E.Os.	9	—	—	9	100	—	—
Mukhya Sevikas	3	1	33	2	67	—	—
V.L.Ws.	15	1	7	14	93	—	—
Extension Officers	26	—	—	25	96	1	4
Total :	63	3	4	59	94	1	2

An overwhelming majority (94 per cent) of trainees who regard the training-period as inadequate, favour its prolongation. Obviously they find the syllabus useful and do not want it shortened. This is consistent with Table 11.3 according to which 90 per cent of the staff felt that the syllabus was pertinent or partially pertinent to their needs. In the same table (*i.e.*, Table 11.3), 7 per cent of the staff regarded the syllabus as not pertinent to their needs: here only 4 per cent of the staff want the

**Daily Routine at the Training Centre :** Table 11.6 indicates the reaction of trainees to the question whether or not the daily routine at the Training Centre was crowded.

*Table 11.6 : Daily routine at the training centre*

Category	No.	How was the daily routine							
		very crow- ded	% age	crow- ded to some extent	% age	Not crow- ded	% age	Don't know or not res- ponded	% age
B.D.Os.	18	2	12	12	66	4	22	—	—
S.E.Os.	15	4	27	7	47	3	20	1	6
Mukhya Sevi- kas	5	—	—	3	60	2	40	—	—
V.L.Ws.	56	12	21	29	52	14	25	1	2
Extension Officers	43	10	23	23	53	8	19	2	5
Total :	137	28	21	74	55	31	22	4	2

Twenty-one per cent of the staff feel that the daily routine was very crowded, and an equal number (22 per cent) feel that it was not. While two per cent do not know the answer, 55 per cent feel that the daily routine was crowded to some extent. The replies of individual categories of staff do not vary materially from the picture presented by the aggregate : 66 per cent of those among B.D.Os., 60 per cent of Mukhya Sevikas, around 50 per cent of V.L.Ws., Extension Officers and S.E.Os. feel that the daily routine at the Training Centre was crowded to some extent.

An idea about the crowdedness or otherwise of the daily routine was sought through another question : Did the daily routine leave you enough time to pursue your own interests like your own (library) reading, discussion with colleagues, teachers, etc. ? Table 11.7 indicates the response to this question.

Table 11.7 : *Daily routine at the training centre*

Category	No.	Time left for daily pursuits							
		Yes	%	Yes	%	No	%	Don't	%
			age	to	age		age	know	age
				some				or not	
				extent				res-	
								pon-	
								ded	
B.D.Os.	18	6	33	7	39	4	22	1	6
S.E.Os.	15	3	20	6	40	3	20	3	20
Mukhya Sevikas	5	1	20	2	40	2	40	—	—
V.L.Ws.	56	23	41	19	34	13	23	1	2
Extension Officers	43	13	30	21	49	7	16	2	5
Total :	137	46	34	55	40	29	21	7	5

Twenty-one per cent of all categories of staff feel that the daily routine did not leave them enough time for their own pursuit, and this corresponds completely to the percentage (21) of the staff who feel the daily routine to be very crowded (Table 11.6). Forty per cent of the staff feel that they were left time to some extent as compared with 55 per cent (Table 11.6) who find the daily routine to be crowded to some extent. Thirty-four per cent are definite that they are left enough time as against 22 per cent (Table 11.6) who find the daily routine not crowded.

**Training as an Aid to Promotion :** If the staff look upon training as an aid to promotion, it is clear that it has helped them towards better job performance. On this assumption, the question on promotion was included in the proforma for assessing the opinion of trainees about the usefulness of training. Table 11.8 indicates the opinion of staff about training as an aid to promotion.

Table 11.8 : Training as an aid to promotion

Category	No.	Does training help promotion ?					
		Yes	% age	No	% age	Don't know or no respo- nse	% age
B.D.Os.	18	6	33	12	67	—	—
S.E.Os.	15	6	40	7	47	2	13
Mukhya Sevikas	5	2	40	3	60	—	—
V.L.Ws.	56	37	66	19	34	—	—
Extension Officers	43	22	51	20	46	1	3
Total :	137	73	53	61	45	3	2

Fifty-three per cent of the total staff look upon training as conducive to promotion, 45 per cent hold the opposite view and two per cent don't know. Individually 33 per cent of the B.D.Os., 40 per cent of S.E.Os. and Mukhya Sevikas, 51 per cent of Extension Officers and 66 per cent of V.L.Ws. feel that training helps towards promotion.

**Training as an Aid to Better Human Relations :** The staff were asked whether they believed that the principles of human relationship learnt at the Training Centre could be applied to actual field conditions. Table 11.9 indicates their response.

Table 11.9 : Training as an aid to skill in human relations

Category	No.	Does training help skill in human relations							
		Yes always	% age	Yes some times	% age	No	% age	Don't know or no res- ponse	% age
B.D.Os.	18	4	22	9	50	4	22	1	6
S.E.Os.	15	3	20	10	66	1	7	1	7
Mukhya Sevikas	5	2	40	3	60	—	—	—	—
V.L.Ws.	56	24	43	28	50	3	5	1	2
Extension Officers	43	17	39	19	44	5	12	2	5
Total :	137	50	37	69	50	13	9	5	4

Nine per cent of the total staff feel that training has not helped them to develop skill in human relations, 37 per cent are positive that it has always helped while 50 per cent feel that it has helped sometimes only. The percentage categorywise of these who have found training to be not useful is the highest for B.D.Os. (22 per cent), followed by Extension Officers (12 per cent), S.E.Os. (7 per cent), V.L.Ws. (5 per cent). No Mukhya Sevika has found training to be entirely unhelpful.

The staff were also asked whether they believed that training had helped them to cultivate better relations with their colleagues and with village people. Table 11.10 and 11.11 indicate their response to these questions.

*Table 11.10 : Training as an aid to better relations with colleagues*

Category	No.	Has training helped good relations with colleagues ?							
		Yes	%	Yes	%	No	%	Don't	%
			age	to	age		age	know	age
				some				or not	
				ext-				res-	
				tent				pond-	
								ed	
B.D.Os.	18	11	61	6	33	1	6	—	—
S.E.Os.	15	7	47	5	33	2	13	1	7
Mukhya Sevikas	5	3	60	1	20	1	20	—	—
V.L.Ws.	56	45	80	8	14	1	2	2	4
Extension Officers	43	26	60	13	30	2	5	2	5
Total :	137	92	67	33	24	7	5	5	4

*Table 11.11 : Training as an aid to better relations with village people*

Category	No.	Has training helped good relations with village people ?							
		Yes	% age	Yes to some ex- tent	% age	No	% age	Don't know or not res- pon- ded	% age
B.D.Os.	18	11	61	6	33	1	6	—	—
S.E.Os.	15	7	47	5	33	2	13	1	7
Mukhya Sevikas	5	3	60	1	20	1	20	—	—
V.L.Ws.	56	45	80	8	14	1	2	2	4
Extension Officers	43	25	58	14	32	2	5	2	5
Total :	137	91	66	34	25	7	5	5	4

The pattern of responses in Tables 11.10 and 11.11 is similar. Excepting four per cent of the total staff who don't know or have not responded, and another 5 per cent who are definite that training has not helped them in cultivating good relations with colleagues and village people, the rest (91 per cent) feel either that training has helped them positively (66 per cent) or that it has helped them to some extent (25 per cent). This compares favourably with 87 per cent (Table 11.9) who feel that training has helped them always or some times in developing skills in human relationship.

#### EVALUATION OF TRAINING CENTRES

The extent of response to the questionnaire mailed to Training Centres has already been indicated (Table 11.1). As in the case of responses from the C.D. personnel, an attempt was made to find out whether there was any difference in the nature of



responses of the Training Centres started before and after the reorganisation of the Training Programme in 1958 ; but no appreciable difference being evident, this variable was excluded from the analysis.

Some of the questions asked related primarily to administrative matters concerning supervision, guidance and policy. In order to avoid duplication or multiplication of responses and also keeping in view the fact that some Training Centres might not be concerned or might not have the necessary information, some questions were put to O. & S.Cs. and S.E.O.T.Cs. only, while the rest of the questions were put to all Training Centres.

### *State Level Coordination Committees on Training*

Out of the eleven States about which position could be ascertained, Coordination Committees exist in four States. The Principal of O. & S.C. is the member of the Coordination Committee in three States, while in one he is not. The periodicity of convening meetings of all these Committees is stated to be once a year or longer. To the question whether this Committee had been 'very much helpful' or 'not very much helpful' in respect of the functions allotted to it, one Training Centre stated that it had been very much helpful in advance planning of training courses and better coordination among Training Centres located in the same campus, and two Training Centres stated that it had been very much helpful in inter-change of staff between Training Centres and the field and in greater utilisation of seats.

### *Managing/Advisory Boards*

All the eleven O. & S.Cs. and ten S.E.O.T.Cs. who have responded have Managing/Advisory Boards.

**The Functions :** The Boards in all the O. & S.Cs. perform the functions allotted to them, namely, allotment and full utilisation of seats ; planning of study tours, village practicals, research and study projects, etc ; and review of progress. Only one Board helps in planning the annual training programme.

In the case of S.E.O.T.Cs. only two Boards help in allotment of seats : four in ensuring fuller utilisation of seats ; planning study-tours, village practicals, research and study projects etc ; review of progress and planning the annual training programme.

Two O. & S.Cs. and six S.E.O.T.Cs. stated that the Boards

were also performing some miscellaneous functions ; for example (but not common to all these Centres), promotion of corporate life among various Training Centres located in the same campus, solving difficulties of trainees, ensuring better coordination between the Training Centres and the State, and guidance in financial and policy matters.

**Usefulness :** Eight out of eleven O. & S.Cs. stated that these Boards had been very much helpful while three stated that they had been helpful to some extent. Three out of the ten S.E.O.T.Cs. stated that the Boards had been very much helpful, five stated that they had been helpful to some extent, one stated that the Board had not been helpful, while one did not respond to the question.

### *Integrated Campus Life*

Out of the eleven O. & S.Cs. and ten S.E.O.T.Cs., seven each have other Training Centres located in the same campus.

All the seven S.E.O.T.Cs. and three out of the seven O. & S.Cs. have a Committee of Principals and selected staff members for development of corporate life in the campus.

In the case both of O. & S.Cs. and S.E.O.T.Cs., four Centres in each case had a study circle of staff members of all Training Centres in the Campus, two in each case did not have it, and one in each case had not responded.

Out of the seven O. & S.Cs., one stated that the committee and the study circle were functioning very efficiently, four stated that they were not functioning very effectively and two had not replied to the question. Out of the seven S.E.O.T.Cs., three stated that these bodies were functioning very effectively, an equal number stated that they were not functioning very effectively, while one Centre did not reply on this point.

### *Utilisation of Training Capacity*

Training Centres were asked to indicate the (average) percentage of training capacity utilised by them during the year 1964. Table 11.12 indicates the nature of their replies.

Table 11.12: Utilisation of training capacity

Kind of Training Centre	No.	Training capacity utilised during 1964							
		Over 75 %		Between 50 and 75 %		Below 50 per cent		Don't % know age	
								or	
		No.	% age	No.	% age	No.	% age	not res- pon- ded	
O. & S.Cs.	11	1	10	5	45	5	45	—	—
S.E.O.T.Cs.	10	1	10	4	40	4	40	1	10
E.T.Cs.	20	13	65	2	10	4	20	1	5
H.S.Ws.	6	1	17	2	33	1	17	2	33
Total :	47	16	34	13	28	14	30	4	8

Thirty-four per cent of all the Training Centres put together utilised in 1964 over 75 per cent of the training capacity, 28 per cent utilised between 50 and 75 per cent and a slightly greater number (30 per cent) utilised below 50 per cent. Extension Training Centres head other Training Centres as 65 per cent of them utilised over 75 per cent of the training capacity while only 10 per cent each of O. & S.Cs. and S.E.O.T.Cs. came up to that standard. The number of O. & S.Cs. and S.E.O.T.Cs. utilising between 50 and 75 per cent and below 50 per cent of the training capacity was equal in each case: 45 per cent in the case of O. & S.Cs. and 40 per cent in the case of S.E.O.T.Cs. As compared with this 10 per cent of the E.T.Cs. utilised between 75 and 50 per cent and 20 per cent of them utilised below 50 per cent of the training capacity.

Table 11.13 shows how the utilisation of training capacity in 1964 compared with the average of the past three years.

Table 11.13 : Comparative use of training capacity

Kind of Training Centre	No.	Compared with the past three years, use of Training Capacity in 1964							
		Has im- prov- ed	% age	Rema- ins cons- tant	% age	Has det- erio- rat- ed	% age	Don't know or not res- pon- ded	% age
O. & S.Cs.	11	2	18	6	55	3	27	—	—
S.E.O.T.Cs.	10	2	20	3	30	4	40	1	10
E.T.Cs.	20	9	45	8	40	3	15	—	—
H.S.Ws.	6	4	66	—	—	1	17	1	17
Total :	47	17	36	17	36	11	23	2	5

Thirty-six per cent of the Training Centres have stated that the position had improved during 1964, 36 per cent that it remained constant and 23 per cent that it had deteriorated. Among the various categories of Training Centres reporting improvement in the position, the first place is occupied by Home Science Wings (66 per cent), followed in the descending order by E.T.Cs. (45 per cent), S.E.O.T.Cs. (20 per cent) and O. & S.Cs. (18 per cent). Conversely, 40 per cent of the S.E.O.T.Cs., 27 per cent of the O. & S.Cs., 17 per cent of the Home Science Wings and 15 per cent of the E.T.Cs. reported deterioration of the position.

#### *Training Methods*

Complaint is often voiced that Training Centres devote too much time to talks and lectures and too little to discussion, etc., and this results in one way traffic of ideas resulting in absence of intellectual stimulation for the trainees. Training Centres were, therefore, asked how much time they devoted to each of these methods of teaching.

Table 11.14 indicates the time devoted to talks, lectures, etc.

*Table 11.14 : Time devoted to talks, lectures, etc.*

Kind of Training Centre	No.	Time devoted to talks, lectures, etc.							
		Over 70		Between 70		Below 50		Don't	
		per cent		and 50 per		per cent		know or	
				cent				no respo- nse	
		No.	% age	No.	% age	No.	% age	No.	% age
O. & S.Cs.	11	1	10	5	45	4	35	1	10
S.E.O.T.Cs.	10	—	—	6	60	4	40	—	—
E.T.Cs.	20	2	10	10	50	8	40	—	—
H.S.Ws.	6	—	—	3	50	3	50	—	—
Total :	47	3	7	24	51	19	40	1	2

Only 10 per cent of O. & S.Cs. and E.T.Cs. devote over 70 per cent of their time to talks and lectures. Sixty per cent of S.E.O.T.Cs., 50 per cent of E.T.Cs. and Home Science Wings and 45 per cent of O. & S.Cs. devote between 70 and 50 per cent of their time to talks and lectures. The percentage of Training Centres devoting less than 50 per cent of their time to this item is 50 for H.S.Ws., 40 each for S.E.O.T.Cs. and E.T.Cs. and 35 for O. & S.Cs.

The number of Training Centres devoting over 70 per cent of their time to talks and lectures is negligible. The number is about equally divided between those devoting 50-70 per cent and below 50 per cent of their time to this item, the latter slightly less than the former.

Table 11.15 indicates the response of Training Centres to the query whether the percentage of time devoted to talks and lectures had gone up or down during the past two or three years.

Table 11.15 : Trends in time devoted to talks and lectures

Kind of Training Centre	No.	Trends in time devoted to talks and lectures							
		Gone up		Gone down		Remains constant		Don't know or no response	
		No.	% age	No.	% age	No.	% age	No.	% age
O. & S.Cs.	11	—	—	5	45	5	45	1	10
S.E.O.T.Cs.	10	1	10	3	30	6	60	—	—
E.T.Cs.	20	—	—	7	35	13	65	—	—
H.S.Ws.	6	2	33	3	50	1	17	—	—
Total :	47	3	7	18	38	25	53	1	2

The percentage of time devoted to talks and lectures has gone up in a negligible number of Centres. In 53 per cent of all Centres put together it remains constant and in 38 per cent it has gone down. Individually, it has remained constant in half the number of O. & S.Cs. and has gone down in the other half; it has remained constant in 60 per cent and gone down in 30 per cent of the S.E.O.T.Cs.; it has remained constant in 65 per cent and gone down in 35 per cent of the E.T.Cs., Fifty per cent of the Home Science Wings have reported that it has gone down and 17 per cent that it has remained constant.

Table 11.16 shows the position about time devoted by Training Centres to discussion, seminars, symposia, etc. as a method of training.

Fifty-one per cent of all Training Centres devote between 50 and 30 per cent of their time to discussion, seminars, etc., 28 per cent use below 30 per cent of the time and 24 per cent use over 50 per cent of their time.

Categorywise 50 per cent of H.S.Ws., 45 per cent of O. & S.Cs. and 5 per cent of E.T.Cs. devote over 50 per cent of their time to discussion, seminars, symposia, etc. The figures in the range 50-30 per cent are 70 per cent for S.E.O.T.Cs., 45 per cent for O. & S.Cs., 45 per cent for E.T.Cs., and 50 per cent of H.S.Ws. Fifty per cent of E.T.Cs., 30 per cent of S.E.O.T.Cs and no

O. & S.C. or H.S.W. devote less than 30 per cent of their time to this item.

*Table 11.16 : Time devoted to discussion, seminars, symposia, etc.*

Kind of Training Centre	No.	Time devoted to discussion, seminars, etc.							
		Over 50 %		Between 50 % and 30 %		Below 30 %		Don't know or not responded	
		No.	% age	No.	% age	No.	% age	No.	% age
O. & S.Cs.	11	5	45	5	45	—	—	1	10
S.E.O.T.Cs.	10	—	—	7	70	3	30	—	—
E.T.Cs.	20	1	5	9	45	10	50	—	—
H.S.Ws.	6	3	50	3	50	—	—	—	—
Total :	47	9	19	24	51	13	28	1	2

How did the trainees find the division of time between talks and lectures on the one hand and discussion and seminars on the other? In order to find an answer to this question, the ex-trainees were asked whether they found the training course theoretical, whether they were satisfied with group discussions, seminars, etc. and which of these two methods of training they found to be more interesting.

Table 11.17 indicates the response of ex-trainees to the question whether they found the training course theoretical.

Thirty-five per cent of the combined number of trainees found the course theoretical, 45 per cent found it theoretical to some extent, and 13 per cent did not find it theoretical. B.D.Os., V.LWs. and Extension Officers were more or less equally divided between those who found the course theoretical and those who found it somewhat theoretical. Twenty-seven per cent of S.E.Os. found the course theoretical and 46 per cent found it theoretical to some extent. Sixty per

cent of Mukhya Sevikas found the course somewhat theoretical and none wholly theoretical.

*Table 11.17 : Extent of theoretical nature of the training course*

Category of Staff	No.	Was the training course theoretical ?							
		Yes	% age	Yes to some extent	% age	No	% age	Don't know or not responded	% age
B.D.Os.	18	7	39	8	44	3	17	—	—
S.E.Os.	15	4	27	7	46	1	7	3	20
Mukhya Sevikas	5	—	—	3	60	—	—	2	40
V.L.Ws.	56	20	36	24	43	10	18	2	3
Extension Officers	43	17	40	19	44	4	9	3	7
Total :	137	48	35	61	45	18	13	10	7

Table 11.18 shows the response of trainees to the question whether they were satisfied with group discussions, seminars, etc.

*Table 11.18 : Satisfaction with group discussions, seminars, etc.*

Category of Staff	No.	Satisfied with group discussions, seminars, etc.							
		Yes	% age	Yes to some extent	% age	No	% age	Don't know or not responded	% age
B.D.Os.	18	3	17	15	83	—	—	—	—
S.E.Os.	15	2	13	11	73	1	7	1	7
Mukhya Sevikas	5	—	—	4	80	1	20	—	—
V.L.Ws.	56	17	30	30	54	9	16	—	—
Extension Officers	43	4	9	32	75	5	11	2	5
Total :	137	26	19	92	67	16	12	3	2



Sixty-seven per cent of the respondents were somewhat satisfied, 19 per cent were fully satisfied and 12 per cent were not satisfied with the group discussion, seminars, etc. Categorywise 83 per cent of B.D.Os., 80 per cent of Mukhya Sevikas, 75 per cent of Extension Officers, 73 per cent of S.E.Os., and 54 per cent of V.L.Ws. were satisfied to some extent with this item. Among those fully satisfied were 30 per cent V.L.Ws., 17 per cent B.D.Os., 13 per cent S.E.Os., 9 per cent Extension Officers and none of Mukhya Sevikas. On the other end of the scale, among those not satisfied, were 20 per cent Mukhya Sevikas, 16 per cent V.L.Ws., 11 per cent Extension Officers, 7 per cent S.E.Os., and none of B.D.Os.

Table 11.19 indicates the nature of responses to the question whether they found talks and lectures or group discussions and seminars more interesting.

Table 11.19 : *Relative preference for methods of training*

Category	No.	Training method preferred							
		Talks, %	lec- %	Dis- %	cus- %	Both %	Don't %	know %	or %
		tu- age	res, age	sion, age	seminars, age	age	or	not	age
		etc.			sym- posia		res- poned		
B.D.Os.	18	2	11	13	72	2	11	1	6
S.E.Os.	15	3	20	9	60	2	13	1	7
Mukhya Sevikas	5	—	—	4	80	1	20	—	—
V.L.Ws.	56	5	9	32	57	14	25	5	9
Extension Officers	43	3	7	29	67	9	21	2	5
Total :	137	13	9	87	64	33	24	4	3

Sixty-four per cent of the total staff have indicated clear preference for discussion, seminars, symposia, etc., 9 per cent

have given clear preference for talks and lectures and 24 per cent form a mixed group—preferring both.

The same trend is noticeable among individual categories of staff. Eighty per cent of Mukhya Sevikas, 72 per cent of B.D.Os., and 67 per cent of Extension Officers, 60 per cent of S.E.Os., 57 per cent of V.L.Ws. have indicated clear preference for discussion, etc. Those who preferred talks as a method of training were 20 per cent S.E.Os., 11 per cent B.D.Os., 9 per cent V.L.Ws., 7 per cent Extension Officers and none of Mukhya Sevikas. Those who indicated preference for both were 25 per cent V.L.Ws., 21 per cent Extension Officers, 20 per cent Mukhya Sevikas, 13 per cent S.E.Os. and 11 per cent B.D.Os.

How did the trainees find the field-work at the Training Centres? Was it adequate to their needs? Was it related to classroom instruction? Table 11.20 shows the response of trainees to the question whether the field-work they had to do during the period of training was adequate for their needs.

Table 11.20 : *Adequacy of field-work*

Category	No.	Field-work was							
		More than ade- quate	% age	Ade- quate	% age	Not ade- quate	% age	Don't know or not res- pon- ded	% age
B.D.Os.	18	—	—	6	33	12	67	—	—
S.E.Os.	15	—	—	7	47	7	47	1	6
Mukhya Sevikas	5	—	—	2	40	3	60	—	—
V.L.Ws.	56	7	13	35	62	14	25	—	—
Extension Officers	43	—	—	21	49	18	42	4	9
Total :	137	7	5	71	52	54	39	5	4

Five per cent of the total staff (all V.L.Ws., making 13 per cent of V.L.W. respondents) found field-work more than adequate for their needs. Fifty-two per cent found it adequate

and 39 per cent not adequate. The largest among various categories of staff who found it adequate were V.L.Ws. (62 per cent), followed by Extension Officers (49 per cent), S.E.Os. (47 per cent), Mukhya Sevikas (40 per cent) and B.D.Os. (33 per cent). The largest number among those who did not find field-work adequate was that of B.D.Os. (67 per cent), followed in descending order by Mukhya Sevikas (60 per cent), S.E.Os. (47 per cent), Extension Officers (42 per cent) and V.L.Ws. (25 per cent).

Table 11.21 below indicates the responses of trainees to the question whether the field-work was related to class-room instruction.

*Table 11.21 : Relevance of field-work to class-room instruction*

Category	No.	Was field-work related to class-room instruction ?							
		Yes	%	Yes	%	No	%	Don't	%
			age	to	age		age	know	age
				some				or	
				ex-				not	
				tent				res-	
								pon-	
								ded	
B.D.Os.	18	3	17	9	50	6	33	—	—
S.E.Os.	15	1	7	7	46	6	40	1	7
Mukhya Sevikas	5	—	—	2	40	3	60	—	—
V.L.Ws.	56	27	48	21	38	7	12	1	2
Extension Officers	43	14	33	22	51	3	7	4	9
Total :	137	45	33	61	45	25	18	6	4

Thirty-three per cent of the total staff found the field-work related, 45 per cent related to some extent and 18 per cent not related to class-room instruction. The largest among those who found it relevant were V.L.Ws. (48 per cent), followed by Extension Officers (33 per cent), B.D.Os. (17 per cent), S.E.Os. (7 per cent) and none among Mukhya Sevikas.

who found it relevant to some extent, the percentage among them being Extension Officers (51), B.D.Os. (50), S.E.Os. (46), Mukhya Sevikas (40) and V.L.Ws. (38). However, the variation becomes very wide among the categories who did not find field work related to class-room instruction—60 per cent for Mukhya Sevikas, 40 per cent S.E.Os., 33 per cent for B.D.Os., 12 per cent for V.L.Ws. and seven per cent for Extension Officers.

Production of text literature for helping the trainees, for reducing the time on talks and lectures and for strengthening the training programme has been advocated for quite some time. The Training Centres were asked to indicate whether in their view sufficient text literature had grown up during the past two or three years. Their responses are set in Table 11.22.

Table 11.22: *Growth of text literature*

Kind of Training Centre	No.	Has sufficient text literature grown-up ?					
		Yes	% age	No	% age	Don't know or not responded	% age
O. & S.Cs.	11	8	73	3	27	—	—
S.E.O.T.Cs.	10	5	50	5	50	—	—
E.T.Cs.	20	8	40	12	60	—	—
H.S.Ws.	6	3	50	2	33	1	17
Total :	47	24	51	22	47	1	2

Fifty-one per cent of all Training Centres feel that sufficient text literature has grown up and 47 per cent feel that it has not. S.E.O.T.Cs. are equally divided between the two positions. Seventy-three per cent of O. & S.Cs., 50 per cent each of S.E.O.T.Cs. and H.S.Ws. and 40 per cent of E.T.Cs. feel that it has grown up, and the number of O. & S.Cs., H.S.Ws.; S.E.O.T.Cs. and E.T.Cs. feeling otherwise is 27 per cent, 33 per cent, 50 per cent and 60 per cent respectively.

Table 11.23 indicates whether Training Centres have sufficient training equipment.

No Training Centre feels that it does not have sufficient training equipment. Fifty-seven per cent of all Training Centres feel that they have sufficient training equipment, while 43 per cent

Table 11.23 : Training equipment

Kind of Train- ing Centre	No.	Has training centre sufficient training equipment ?			
		Yes	% age	Yes to some ex- tent	% age
O. & S.Cs.	11	10	91	1	9
S.E.O.T.Cs.	10	4	40	6	60
E.T.Cs.	20	10	50	10	50
H.S.Ws.	6	3	50	3	50
Total :	47	27	57	20	43

feel that they have it but sufficient only to some extent. The Training Centres satisfied most in respect of training equipment are O. & S.Cs. (91 per cent), followed by H.S.Ws. and E.T.Cs. (50 per cent each) and S.E.O.T.Cs. (40 per cent). The largest number among those who feel their equipment to be sufficient to some extent is that of S.E.O.T.Cs. (60 per cent), and the smallest number is that of O. & S.Cs. (9 per cent).

#### *Teaching Staff (work-load, educational facilities, etc.)*

It is often said that the teaching staff are overburdened with the work of teaching. In order to verify this statement the Principals were asked whether the teaching staff had sufficient time for extra-curricular activities like reading, field, research, etc. The nature of their response is set out in Table 11.24.

The number of Training Centres who say that they have sufficient time for extra-curricular activities and those who qualify it with 'to some extent' is almost equally divided.

The Principals of Training Centres were asked whether they generally felt satisfied with the facilities, if any, available

Table 11.24 : Work load on teaching staff

Kind of Training Centre	No.	Has teaching staff sufficient time ?							
		Yes	% age	Yes to some extent	% age	No	% age	Don't know or not responded	% age
O. & S.Cs.	11	6	55	5	45	—	—	—	—
S.E.O.T.Cs.	10	4	40	5	50	—	—	1	10
E.T.Cs.	20	11	55	9	45	—	—	—	—
H.S.Ws.	6	2	33	2	33	1	17	1	17
Total :	47	23	49	21	45	1	2	2	4

for education of the children of the teaching staff. Their response is indicated in Table 11.25 :

Table 11.25 : Educational facilities

Kind of Training Centre	No.	Are facilities for children education satisfactory ?							
		Yes	% age	Yes to some extent	% age	No	% age	Don't know or not responded	% age
O. & S.Cs.	11	3	26	4	37	4	37	—	—
S.E.O.T.Cs.	10	4	40	2	20	4	40	—	—
E.C.s.	20	3	15	5	25	11	55	1	5
H.S.Ws.	6	2	33	2	33	2	33	—	—
Total :	47	12	25	13	28	21	45	1	2

Forty-five per cent of the Training Centres do not feel satisfied, 28 per cent feel partially satisfied and 25 per cent feel satisfied

with the facilities available for children. Though not indicated in the table, transport is the facility demanded most. Next comes demand for Nursery/Kindergarten School. Demand by a few other Training Centres pertained to items like recreational facilities, better medical facilities, extra education allowance, Middle School (English Medium), Girls' School, College and priority in admission.

Table 11.26 indicates the position regarding arrangements for the oft-repeated suggestion for inter-change of staff between Training Centres and the field.

*Table 11.26 : Inter-Change of staff between training centres and the field*

Kind of Training Centre	No.	Do arrangements exist for inter-change of staff?							
		Yes	%	Yes	%	No	%	Don't know or not responded	%
		age		to some extent	age		age		
O. & S.Cs.	11	5	45	5	45	—	—	1	10
S.E.O.T.Cs.	10	2	20	2	20	6	60	—	—
E.T.Cs.	20	5	25	4	20	11	55	—	—
H.S.Ws.	6	1	17	2	33	3	50	—	—
Total :	47	13	28	13	28	20	42	1	2

Excluding the O. & S.Cs., nearly all of which report that they have arrangements, full or partial, for inter-change of staff between the Training Centres and the field, more than half the Training Centres have no arrangements. Twenty-eight per cent of the Training Centres state that arrangements exist and 28 per cent say that they exist to some extent. The worst off in this respect are S.E.O.T.Cs. (60 per cent have no arrangements), followed by E.T.Cs. (55 per cent) and H.S.Ws. (50 per cent). The fact that the E.T.Cs. and H.S.Ws. are run by State Governments and most of the S.E.O.T.Cs. by private agencies might have something to do with this high percentage.

What is the extent of follow-up tours undertaken by teaching staff to keep contact with ex-trainees and the field conditions? Table 11.27 indicates the answer.

Table 11.27: *Follow-up tours*

Kind of Training Centre	No.	Follow-up tour undertaken by staff					
		Yes	% age	No	% age	Don't know or not responded	% age
O. & S.Cs.	11	11	100	—	—	—	—
S.E.O.T.Cs.	10	8	80	2	20	—	—
E.T.Cs.	20	10	50	10	50	—	—
Total :	47	34	72	13	28	—	—

All O. & S.Cs., 83 per cent of H.S.Ws., 80 per cent of S.E.O.T.Cs. and 50 per cent of E.T.Cs. undertake follow-up tours ; the rest do not do so.

The Training Centres undertaking follow-up tours were asked whether they were satisfied that their follow-up was adequate. Table 11.28 indicates the nature of responses.

Table 11.28: *Adequacy of follow-up tours*

Kind of Training Centre	No.	Is follow-up of ex-trainees adequate					
		Yes	% age	Yes to some extent	% age	No	% age
O. & S.Cs.	11	2	18	7	64	2	18
S.E.O.T.Cs.	8	—	—	6	75	2	25
E.T.Cs.	10	—	—	9	90	1	10
H.S.Ws.	5	1	20	3	60	1	20
Total :	34	3	9	25	73	6	18



Seventy-three per cent of all Training Centres which undertake follow-up tours consider them adequate to some extent, only nine per cent consider them adequate and 18 per cent not adequate. The same trend is noticeable in individual categories of Centres undertaking follow-up tours—90 per cent of E.T.Cs., 75 per cent of S.E.O.T.Cs., 64 per cent of O. & S.Cs. and 60 per cent of H.S.Ws. are partially satisfied with their adequacy.

Training Centres which were not doing any follow-up, and those who considered it inadequate, were also asked to state the reasons for it. No O. & S.C. gave any reasons presumably because their performance was comparatively good. Among others, 17 Centres mentioned pressure of course work as the reason, 10 insufficient funds, seven absence of contact with ex-trainees, five each shortage of staff and apathy of State Governments, one lack of feedback from field-workers, two lack of system and one that "the concept was not clear". An idea about the adequacy and usefulness of follow-up tours was sought also from the ex-trainees working in the field. Table 11.29 indicates whether or not the teaching staff had visited them on follow-up.

*Table 11.29 : Follow-up visits by teaching staff*

<i>Category Staff</i>	<i>No.</i>	<i>Has any teaching staff visited you on follow-up</i>					
		<i>Yes</i>	<i>% age</i>	<i>No</i>	<i>% age</i>	<i>Not respon- ded</i>	<i>% age</i>
B.D.Os.	18	2	11	15	83	1	6
S.E.Os.	15	2	13	12	80	1	7
Mukhya Sevikas	5	—	—	5	100	—	—
V.L.Ws.	56	20	36	34	61	2	3
E.Os.	43	6	14	34	79	3	7
Total :	137	30	22	100	73	7	5

Seventy-three per cent of the ex-trainees have not been visited as a result of follow-up by teaching staff. Among those visited, V.L.Ws. form the largest number (36 per cent) S.E.Os. make 13 per cent and B.D.Os. 11 per cent. None of the Mukhya Sevika respondents was visited by the teaching staff.

The ex-trainees, visited by the teaching staff, were asked whether they found the visit useful. Also, those not so visited were asked whether such a visit should be helpful in their work. Table 11.30 and 11.31 indicate the nature of their responses.

Table 11.30 : *Usefulness of follow-up done*

Category of Staff	No.	Was follow-up useful?					
		Yes	% age	Yes to some ex- tent	% age	No	% age
B.D.Os.	2	1	50	1	50	—	—
S.E.Os.	2	1	50	1	50	—	—
Mukhya Sevikas	—	—	—	—	—	—	—
V.L.Ws.	20	14	70	4	20	2	10
E.Os.	6	5	83	1	17	—	—
Total :	30	21	70	7	23	2	7

Table 11.31 : *Likely usefulness of follow-up*

Category of Staff	No.	Would you find a visit by teaching staff useful?					
		Yes	% age	No	% age	Not res- ponded	% age
B.D.Os.	15	14	93	1	7	—	—
S.E.Os.	12	11	92	—	—	1	8
Mukhya Sevikas	5	4	80	1	20	—	—
E.Os.	34	28	82	4	12	2	6
V.L.Ws.	34	25	74	1	3	8	23
Total :	100	82	82	7	7	11	11

The sample in Table 11.30 is too small, but if it can be any

guide, a large majority of staff at lower levels who were visited by their teaching staff found follow-up to be useful and those (at all levels) not visited would find it useful.

The Training Centres were asked whether, in order to keep them up-to-date in their respective fields, the teaching staff were receiving important circulars from their parent department. Table 11.32 sets out the nature of their responses.

*Table 11.32 : Receipt of departmental circulars by teaching staff*

<i>Kind of Training Centre</i>	<i>No.</i>	<i>Departmental circulars received</i>							
		<i>Yes</i>	<i>%</i>	<i>Yes</i>	<i>%</i>	<i>No</i>	<i>%</i>	<i>Not</i>	<i>%</i>
			<i>age</i>	<i>to</i>	<i>age</i>		<i>age</i>	<i>res-</i>	<i>age</i>
				<i>some</i>				<i>pon-</i>	
				<i>ex-</i>				<i>ded</i>	
				<i>tent</i>					
O. & S.Cs.	11	—	—	1	10	10	90	—	—
S.E.O.T.Cs.	10	6	60	1	10	3	30	—	—
E.T.Os.	20	3	15	4	20	13	65	—	—
H.S.Ws.	6	3	50	2	33	—	—	1	17
Total :	47	12	26	8	17	26	55	1	2

Fifty-five per cent of the Training Centres are not receiving any circular, 26 per cent are receiving them and 17 per cent are receiving them partially. Ninety per cent of the O. & S.Cs. say that they are not receiving them. One of the O. & S.Cs. said that their staff collect such circulars personally during visit to State Headquarters.

Fourteen centres attribute non-receipt of circulars to the apathy of State Governments, three to the inability of their staff to keep touch with the Heads of Departments and five are not sure of the reasons.

The Training Centres were asked to indicate the number of Teaching staff that had had training at the Instruction Wing of the National Institute of Community Development. Since there are separate Institutes for training of the teaching staff of E.T.Cs. and H.S.Ws., the information gathered in respect of O. & S.Cs. and S.E.O.T.Cs. is indicated in Table 11.33.

## EVALUATION

Table 11.33 : Training of teaching staff

Kind of Training Centre	No.	Teaching staff trained (No.)		
		Over 70 per cent	Between 70 per cent & 50 per cent	Below 50 per cent
O. & S.Cs.	11	6	2	3
S.E.O.T.Cs.	10	4	3	3

Over 70 per cent staff is trained in 6 O. & S.Cs. and 4 S.E.O.T.Cs. ; 50-70 per cent is trained in two O. & S.Cs. and 3 S.E.O.T.Cs. and below 50 per cent in 3 O. & S.Cs. and 3 S.E.O.T.Cs.

*Evaluation*

The Training Centres were asked whether they obtained the reaction of trainees in respect of the training received by them. Table 11.34 indicates the position of replies.

Table 11.34 : Reaction of trainees to training

Kind of Training Centre	No.	Reaction of trainees obtained			
		Yes	% age	No.	% age
O. & S.Cs.	11	11	100	—	—
S.E.O.T.Cs.	10	10	100	—	—
E.T.Cs.	20	15	75	5	25
H.S.Ws.	6	5	83	1	17
Total :	47	41	87	6	13

All the Training Centres, except a small number of E.T.Cs. and H.S.Ws., obtain reaction of trainees to the training received by them.

Table 11.35 indicates whether the reactions of trainees are obtained in a standardised proforma.

Table 11.35: *Proforma for evaluation*

Kind of Training Centre	No.	Are trainees given a proforma ?			
		Yes	% age	No	% age
O. & S.Cs.	11	11	100	—	—
S.E.O.T.Cs.	10	9	90	1	10
E.T.Cs.	15	10	66	5	34
H.S.Ws.	5	4	80	1	20
Total :	41	34	83	7	17

Eighty-three per cent of the Training Centres give a proforma to the trainees and 17 per cent do not. Categorywise, all O. & S.Cs., 90 per cent S.E.O.T.Cs., 80 per cent Home Science Wings and 66 per cent E.T.Cs. give a proforma to the trainees for recording therein their reaction to the training received by them.

As a matter of policy, Training Centres are generally left free to modify the proforma, if they so desire, in the context of their particular situation. This also gives them freedom to experiment. How far the Training Centres modify the proforma is indicated in Table 11.36.

Table 11.36: *Modification of the proforma*

Kind of Training Centre	No.	The proforma is							
		Pre-scri- bed by Govt.	% age	Pre-scri- bed by Govt. & modified by the Training Centre	% age	Des- ign- ed by the Tra- ining Cen- tre	% age	Not res- pon- ded/ Pro- forma not given	% age
O. & S.Cs.	11	5	45	6	55	—	—	—	—
S.E.O.T.Cs.	10	3	30	2	20	4	40	1	10
E.T.Cs.	15	—	—	3	20	7	47	5	33
H.S.Ws.	5	—	—	—	—	4	80	1	20
Total :	41	8	20	11	27	15	36	7	17

Thirty-six per cent of the Training Centres design their own proforma, 20 per cent use the proforma designed by Government, 27 per cent the proforma designed by Government and modified by them.

Do the Training Centres analyse the reactions of trainees with a view to identifying the strong and the weak points of training? Table 11.37 indicates the position in this regard.

*Table 11.37: Analysis of trainees' reaction*

<i>Kind of Training Centre</i>	<i>No.</i>	<i>Are reactions of trainees analysed?</i>					
		<i>Yes</i>	<i>% age</i>	<i>No</i>	<i>% age</i>	<i>Not res- pon- ded</i>	<i>% age</i>
O. & S.Cs.	11	11	100	—	—	—	—
S.E.O.T.Cs.	10	10	100	—	—	—	—
E.T.Cs.	15	13	86	1	7	1	7
H.S.Ws.	5	5	100	—	—	—	—
<b>Total :</b>	<b>41</b>	<b>39</b>	<b>94</b>	<b>1</b>	<b>3</b>	<b>1</b>	<b>3</b>

Ignoring the microscopic minority of E.T.Cs., all the Training Centres analyse the reaction of trainees. Further, all these Centres endeavour to adopt the suggestions of trainees for the next course.

### *Administration*

Are the Principals and Heads of Training Institutions hedged in with administrative matters to the neglect of the Training programme? In order to find an answer to this question, they were asked a few questions.

Table 11.38 indicates the position regarding the portion of the time spent by Principals on administrative matters.

Fifty-three per cent of the Principals spend between 70 and 50 per cent of their time on administrative matters, 30 per cent below 50 per cent and 13 per cent over 70 per cent.

Table 11.38 : Time spent on administrative matters

Kind of Training Centre	No.	Time spent on administrative matters							
		Over 70%	% age	70-50%	% age	Below 50%	% age	Not res-ponded	% age
O. & S.Cs.	11	—	—	5	45	6	55	—	—
S.E.O.T.Cs.	10	1	10	7	70	1	10	1	10
E.T.Cs.	20	5	25	9	45	5	25	1	5
H.S.Ws.	6	—	—	4	66	2	34	—	—
Total :	47	6	13	25	53	14	30	2	4

Table 11.39 indicates whether the percentage of time spent on administrative matters has gone up or down.

Table 11.39 : Trends in Time spent on administrative matters

Kind of Training Centre	No.	The time has							
		Gone up	% age	Re-mains constant	% age	Gone down	% age	Not res-ponded	% age
O. & S.Cs.	11	4	37	6	55	—	—	1	8
S.E.O.T.Cs.	10	5	50	3	30	1	10	1	10
E.T.Cs.	20	4	20	14	70	2	10	—	—
H.S.Ws.	6	2	33	4	66	—	—	—	—
Total :	47	15	32	27	57	3	6	2	4

Thirty-two per cent of the Principals feel that the time they spend on administrative matters has gone up, 57 per cent that it remains constant and 6 per cent that it has gone down.

The principals were also asked whether the time they spend on administrative matters needed to be reduced. Table 11.40 indicates the nature of their replies.

Table 13.40 : *Desirability of reducing time spent on administrative matters*

<i>Kind of Training Centre</i>	<i>No.</i>	<i>Time on administrative matters needs reduction</i>					
		<i>Yes</i>	<i>% age</i>	<i>No</i>	<i>% age</i>	<i>Not res-ponded</i>	<i>% age</i>
O. & S.Cs.	11	5	45	6	55	—	—
S.E.O.T.Cs.	10	5	50	4	40	1	10
E.T.Cs.	20	12	60	8	40	—	—
H.S.Ws.	6	2	33	4	66	—	—
Total :	47	24	51	22	47	1	2

Fifty-one per cent of the Principals feel that the time they spend on administrative matters needs to be reduced.

Asked to indicate how they would spend their time so saved, 18 Principals said that they would devote more attention to improving the quality of training through better guidance to staff-members, teaching of trainees, and better teaching aides. Sixteen Principals said that they would devote more time to field-study and research, nine Principals preferred reading, writing and contact with experts. Only three Principals selected for greater attention the follow-up of ex-trainees, one selected better coordination with State Governments and one visit to sister Training Institutions.



## CHAPTER TWELVE

### PROSPECTS

#### LOOKING BACK

The 'few tiny lamps' that shed their first light in the surrounding darkness on the second October, 1952 have grown rapidly in number and brilliance so much so that the light has now engulfed the whole land. The development blocks now cover the entire country; no more expansion is possible. On the same analogy, some people argue that the bulk of community development workers have been trained and no more training is necessary. Is it really so? The answer would depend on whether the analogy is true or fallacious.

#### *Aims of Training*

Training for Community Development aims at enlarging an individual's frontiers of knowledge and at improving his skills—skill in doing his job well or better and skill in better human relations. There is no limit to the amount of knowledge one may gain or skills one may acquire. Whereas physical expansion of the community development programme has a limit, training has no such limit. The two do not stand on the same footing. Therefore the argument that further training should cease because further expansion of the programme has ceased does not hold any water.

The supreme task of Community Development is the development of Man, the richest potential resource of a nation. Development and exploitation of other national resources is dependent on, and ancillary to, human development. It is a truism to say that investment in man pays the richest dividends. The leaders of Community Development have followed this truism as an article of faith. Training both of officials and non-officials, they have consistently believed, will constitute the major factor for success or failure of the movement.

Though the movement has stopped to grow physically, it continues to grow in depth and profundity, which derive from the cumulative experience, both sweet and bitter, of the hundreds and thousands of individual workers that form a part of the movement itself. The only way in which this diversified experience can be brought together, sifted and organised so as to give a solid meaning and content to the growing movement is training. Training must, therefore, continue and continue *ad infinitum*.

### *Successes and Failures*

The programme of training for Community Development started simultaneously with the start of the movement itself. It started in trickles, proceeded ahead hesitatingly and continued to go astray here and there in the absence of the guiding hand of experience; nevertheless it continued to grow in volume and momentum by virtue of the inexorable course that was set for it. As it cascaded through the inevitable ups and downs of a live, pulsating and throbbing movement, it received the anxious and loving attention of its architects. They succeeded in saving it from falling down into the valley of shadow, where it would have been lost, perhaps irretrievably. This was their major success; and yet the scales of comparatively minor successes and failures stood almost even. In spite of frequent review individually or collectively by experts, both Indian and foreign, the training programme continued to suffer from a number of major or minor ills throughout the decade or more of its existence; though, on the other side of the scale, the number of its gains was also not inconsiderable.

### *The Problems*

These ills from which the training programme suffered were inevitable in the circumstances. The wonder is not that there were so many of them but that they were not more. The training programme started from a scratch; it came, as it were, out of nothing. There were no precedents, no experience, either within the country or without, to guide its growth. No sooner had the programme started than it was up against a whole set of problems. Procedures had to be worked out to ensure that only the right kind of workers were recruited. Procedures had also to be evolved for weeding out of those who were found to

be unsuitable for the job. The training staff with competence and experience, especially the latter, was hard to find. The course of training had to be chalked out in relation to the job chart on the one hand and the time available for training on the other. The un-utilised and therefore wasted training capacity, the disparities of age and educational qualifications of trainees within the same group, the disparities in the amount of emoluments and stipends to trainees from different States, the absence of field-experience which could be related to teaching at the Training Centre were—to mention a few of them—the other problems that bedevilled the training programme.

### *Mutually Antagonistic Needs*

It was easy enough to lay down rules for meeting each problem. Rules were in fact laid down in elaborate detail, but their uniform application was impossible for the reason that the needs and conditions differ so widely from region to region of the vast country like India. Worse still, some of the needs of training were mutually antagonistic. One need could be fulfilled only at the cost of the other. There was the need, for example, for recruiting Community Development workers with the highest calibre and also of recruiting them in very large numbers. Since competent workers were hard to find, the alternative was either to lower the standard of recruitment and get the number required or to insist on the high standard and put up with the shortage. One of the desirable needs had thus to be sacrificed for the sake of the other. Similarly, it was difficult to reconcile the need for a comprehensive syllabus with the need for minimising the period of training, except by opting for one at the cost of the other.

One of the persistent, and perhaps strongest, complaints against the training programme has been that it has sought to pack the minds of trainees with too much information in too short a time. "The trainees' minds are numbed by the flow of information" says the report of the United Nations Evaluation Mission (1958-59), and it goes on to add, "Watching classes sitting with folded arms and expressions ranging from polite attention to drowsy boredom, with the synopsis (often the lecture in full) on the table in front of them, caused the Mission to wonder how much of this procedure is waste of time, money and effort."<sup>1</sup> The minds of trainees undoubtedly were lulled into sleep by the

heavy flow of information ; but it is equally true to say that the minds of trainees, when they came to receive training at the Training Centre, were devoid of basic information and understanding.

### *Training Must Continue*

The capacity of the unploughed land to absorb water is extremely limited. All the heavy rain that falls on its parched surface goes down the drain. The soil gets no benefit whatsoever except that it gets moistened at the surface. On the other hand, the land that has been opened up by the plough absorbs most of the rain-water and retains it for a fairly long period. The training programmes have opened up the minds of Community Development workers. They must continue to send down life-giving showers on their minds, which now also have the benefit of field experience. The combination of the experience and knowledge should yield a rich harvest of fruitful results.

There is no limit to the possibilities of developing the mind and improving the skills through the process of training. Therefore, training must continue, enriched by the wisdom and maturity that it has attained through the years.

### LOOKING AHEAD

If training for Community Development personnel has to continue, as indeed it will, the question arises ; what direction should it take? What modifications, if any, are needed in the content and organisation of the training programme? What are the areas needing new emphasis?

While looking for an answer to these questions, one fact stands out most prominently. It is that, with the coverage in 1963 of the entire country with the programme of Community Development, one phase of the training programme is over and the other has commenced. The first phase, extending over a decade, may be called the evolutionary phase, of which experimentation was the most dominant note. It was so because in the absence of precedent and guiding hand of experience, the training programme had to grope its own way through the numerous problems that cropped up around it at every step, and also because the programme of Community Development itself was subject to experimentation and frequent changes,

changes not in respect of basic method and goal of Community Development but in respect of shift in the emphasis and priorities, particularly in the context of *Panchayati Raj* and the need for increased agricultural production. The training programme had, therefore, to adjust itself to the changing pattern of Community Development, the needs of which it sought to subserve. That being the case, it was natural that there should be no rigidity, and indeed there was none, about a decision taken or course of action adopted with regard to any aspect of the training programme. On the contrary the policy-makers never hesitated to own or belittle its deficiencies. In fact, they were on the constant and eager look-out for shortcomings in the programme and to take corrective measures, wherever necessary.

With the conclusion of the first phase have ended many of the old problems. There is no more recruitment of new staff except that required for replacements normal to any organisation. The number of Training Centres opened during the first phase is adequate, by and large, for the future needs of training; they have taken strong roots and are firmly established. There is not much possibility of opening new Centres, except a few that might be needed to meet marginal demands. The other problems; and their possible solutions, have been considered, discussed, and tried repeatedly. This—and here the National Institute of Community Development had a significant contribution to make—has resulted in refinement of procedures and techniques pertaining to almost every aspect of the training programme refinement which aimed at perfection of the programme; But perfection in this field, as indeed in any other field or activity, is something hard to achieve. This is one reason for the gap between the measures suggested to meet a given situation and the extent to which they were implemented. This gap has to be narrowed, and if possible closed, during the coming years.

The emphasis in the next phase—which may be called the phase of consolidation—will be more on refresher training, even though the original job and orientation training, as the case may be, will continue for the newly recruited staff, or for such staff as did not go through any or full course of training. *Ad hoc* courses for certain categories of personnel so as to improve their professional competence are contemplated on a bigger scale.

The future programme for training of Village Level Workers, for example, takes note of the wide variations in the educational qualifications of V.L.Ws. and the training they have received. On one end of the scale are the V.L.Ws. who are not even matriculate, and on the other are those who are graduates. Similarly, a good number of V.L.Ws. have received only extension training of six months : they have not had the benefit of going through a full length of the two years' integrated course, or even of a short course of refresher training. Some States resorted to a condensed course to meet the shortage, and many V.L.Ws. in such States have received only a shorter training of nine months, one year or a year and a half. Such V.L.Ws. have to be compensated for incomplete and inadequate training in the past by helping them complete, at the earliest possible opportunity, the remaining part of their training. The demands on and expectations from V.L.Ws. are, however, on the increase, especially in view of the imperative need for rapid increase in agricultural production and the special needs of the I.A.D.P. This calls for a much greater professional competence of V.L.Ws., and in order to meet this need, the schemes for sending V.L.Ws. to agricultural colleges and other specialised institutions like the Rural Institutes on government scholarship for a full-length degree or diploma course are proposed to be expanded. To meet the special needs of area development for intensified approach to selected programmes in various regions, selected V.L.Ws. in these areas will be given specialised training in various aspects of agriculture and animal husbandry according to the particular needs of these areas. The cycle of refresher training for every V.L.W. is proposed to be repeated every three or four years. Similar programmes, *mutatis mutandis*, are afoot for strengthening the Gram Sevikas' Training Centres, and for refresher and higher training of Gram Sevikas with a view to increasing their professional competence.

Since the reorganisation of the training programme in 1958, the Orientation and Study Centres have been conducting Job Courses of seven weeks each for Block Development Officers, and Orientation Courses (of four weeks each) and study courses (of three weeks each) for Block Development Officers and other Block Extension Officers as well as Chairman and Vice-Chairman of Panchayat Samitis. Following a review of the training

programme undertaken during 1964 and 1965, the Orientation and Study Centres will now be conducting only two types of courses : (i) General Course of two weeks' duration for Block Development Officers, selected categories of Extension Officers, District Heads of Technical Departments and Chairmen and Vice-Chairmen of Panchayat Samitis, and (ii) Job Course of ten week's duration for Block Development Officers. This would mean that while the Job Course for B.D.O.'s remains, the Orientation Course and the Study Course are replaced by a single General Course. This has been done with a view to reducing the multiplicity of courses, for which the State Governments sometimes found it difficult to depute their staff. This, it is hoped, will lead to better utilisation of the training capacity. Be that as it may, the General Course is intended to be a multi-purpose course, both in content and in composition of participants, and flexible and adaptable enough to suit the requirements of varying categories of official and non-official personnel. It would combine the basic features of all Orientation, Study and Refresher Courses. Each Orientation and Study Centre will conduct annually 16 General Courses, besides three Job Courses. It is estimated that 10,000 persons will go through the General Course each year, making it possible to provide a recurrent cycle of training at five-year intervals.

The Social Education Organisers' Training Centres for men have, until recently, been conducting Job Courses (of six months each) and Refresher Courses (of  $1\frac{1}{2}$  months each according to requirements) for S.E.Os., condensed courses in Social Education (of three months each) for composite functionaries in charge of Social Education programme in certain states, Seminars (of three days each) for Principals of Teachers' Training Institutes and Orientation Courses (one month each) for Teacher Educators of Teachers' Training Institutes. For the future also the pattern and duration of courses remain the same, except that the duration of the Refresher Courses is now reduced to two weeks and that of Seminars of Principals of Teachers' Training Institutes is increased to five days.

The future pattern of training at the Mukhya Sevikas' Training Centres also follows the lines of the old pattern, except in a few matters relating to shift of emphasis on certain items. The  $10\frac{1}{2}$  months' Job Course continues in its previous form; only it

devotes greater attention now to the role of Mukhya Sevikas in promoting Applied Nutrition programme and in helping rural women to acquire greater skill for improved agriculture and animal husbandry. However, the Job Course, with the syllabus suitably modified, stands condensed to a total of five months for Mukhya Sevikas promoted from Gram Sevikas. The two months' Refresher Course, which was suspended owing to the emergency in 1962, has since been revived and its duration fixed at two weeks. The one month course for Associate Women Workers, which these Centres have been running so far, will continue. The Course besides providing training to these 'auxiliary personnel' helps the Training Centres to keep closer to the field of work among women and children. These courses will be run concurrently with the 10½ months' Job Course, so as to leave the teaching staff free for 1½ months for follow-up and other activities.

✓ The pockets of tribal areas in the country, with a few exceptions, are extremely backward, and need a special and sustained attention. They are generally remote from normal cultural influences ; but they have a distinct culture of their own, vibrant with health and vitality, and holding a great promise. But for that promise to come true it is necessary that Community Development workers in tribal areas should have a deep and sympathetic understanding of tribal ways of life, culture and social organisations. This understanding was a vital factor, which the workers from outside lacked, and to provide which the Social Education Organisers' Training Centre, Ranchi, was earmarked in October, 1955 for giving three months' specialised training in tribal work to such S.E.Os. as were working in tribal areas and had completed their normal job training of five months. In the light of the experience during the next few years and in consequence of the decision in 1962 to accelerate the opening of Tribal Development Blocks during the Third Five Year Plan, the S.E.O. Training Centre, Ranchi, was converted in July 1962 into a Tribal Orientation and Study Centre to provide four months' orientation training in tribal life and culture not only to Social Education Organisers and Mukhya Sevikas but also to Block Development Officers and Extension Officers (Agriculture). Later on, with a view to meeting current needs, Tribal Wings were attached to three more Orientation and Study Centres at Jabalpur, Udaipur and Bhubaneswar, the duration of the course was reduced to three months



and the scope of training was extended to cover Block Development Officers and all Extension Officers working in Tribal Development Blocks. This pattern of specialised training for tribal work is proposed to be continued.

The future programme of training, as outlined above, would seem to be adequate for the anticipated needs of the C.D. programme in the ensuing years.

An unending quest for excellence has led to refinement of teaching techniques and development of policies that provide a solid base for advancement in the future. One of the measures adopted to this end is to replace the present variety of middle-level training institutions by composite training centres. Each State is expected to have one such centre, which will offer a variety of courses suited to local requirements. The composite centre will have flexible schedule of training and will be run by the State Government concerned, with technical support and financial assistance from the Government of India.

The evaluation of the training programme and the Training Centres in the preceding Chapter brings to light many a bright and encouraging feature. That 94 per cent of the block staff want the period of training to be prolonged as against only 4 per cent who want the syllabus shortened, that 87 per cent of the staff look upon training as an aid to skill in human relations, that over 90 per cent of the staff regard training as an aid to better relations with their colleagues and with village people bear ample testimony to the usefulness of the training programmes. The evaluation also brings out the fact that Training Centres are endeavouring to carry out earnestly and seriously many measures recommended for strengthening the training programme. The same cannot, however, be said with as much confidence about State Governments. That over 50 per cent of the Extension Training Centres and the Home Science Wings—Centres run directly by the State Governments—do not have arrangements for inter-change of staff between the Centre and the field is one significant fact to support this view. Some Training Centres have stated that they are not able to undertake adequate follow-up of ex-trainees and that they are not receiving departmental circulars, because of 'apathy' of State Governments. It is presumably in anticipation of this and other similar difficulties that the State Government were reluctant in the embryonic stage

of the programme to accept there sponibility for training of Block Development and Project Officers. Also, it is in the context of such difficulties that the Government of India decision to hand over the O. & S.Cs. to the State Governments with effect from the 1st April, 1967, needs to be viewed with a certain apprehension.

A wide gap still continues to exist between the various measures advocated for strengthening the training programme and the extent to which they are practised. The gap seems to be wider in respect of State Governments than of the Training Centres. Be that as it may, the gap appears to be the weakest link in the programme, and seems to be due to administrative and organisational deficiencies. The gap must be appreciably narrowed, and if possible, completely closed, so that the weakest link in the training programme can approximate to the strongest. This will no doubt need a strong tenacity of purpose and persistent endeavour, but it will need something more. It will need a review of the organisational pattern with a view to locating and removing its deficiencies.

The organisational deficiencies of the programme seem to arise from lack of adequate coordination and of supervision. The two are closely inter-linked ; they are in a sense the two sides of the same coin.

### *Problems of Co-ordination*

What are the problems of coordination ? Are the training Centres, *inter se*, working in close co-ordination with each other ? Is there a reasonable harmony of thought and action between the Training Centres and the State Governments in matters relating to training ? Do the Training Centres receive, or draw upon, in equal measure, the academic guidance from the apex Institute ? How are these questions affecting the content and quality of training ? What deficiencies in the training programme do they lead to ?

All the training institutions and programmes aim at identical objectives, namely, to improve the respective skills of C.D. workers and to promote among them a better understanding of the C.D. programme and a well-knit, coordinated team approach. Besides common objectives, they are faced with identical problems, the solution of which needs more or less a

similar approach. It is in this sphere that the training institutes can benefit a great deal from inter-change of experiences.

Fortunately, the National Institute of Community Development—the apex Institute—is there, and it has built up a rich technical competence to act as a telstar for such an interchange of experiences. There is also a keen awareness, on the part of policy-makers, to promote coordination among the Training Institutes: the Managing Boards and the Coordination Committees bear witness to this fact. Also, different administrators connected with different programmes frequently get together at Conferences and Workshops to promote cohesion and integrated outlook. This has undoubtedly helped; nevertheless there are large areas where much remains to be desired. The extent to which O. & S.Cs. and S.E.O.T.Cs. look to the National Institute of Community Development for technical guidance and support is far greater than that of other Centres. In the case of Centres for training of Village Level Workers and Gram Sevikas there are Extension Education Institutes to impart training in extension methods, techniques and communication media to the instructional staff of the Extension Training Centres and the subject-matter specialists at the Block Level and to conduct research on teaching materials. These Institutes perform more or less the same functions in relation to Extension Training Centres and Home Science Wings what the National Institute of Community Development does in relation to O. & S.Cs. and Centres for training of Social Education Organisers, and Mukhya Sevikas. These two Institutions, having similar aims and functions, are functioning more or less on parallel lines; there is little evidence of any attempt to coordinate their activities.

Then there seems no satisfactory arrangement to pool and disseminate the experiences of Managing Boards and Co-ordination Committees working in different States with varying degree of effectiveness.

The present administrative arrangements for coordination of various training programmes thus seem to be inadequate and the best way to remove this inadequacy would be a reorganisation of the training programmes on the lines indicated in the following paragraphs.

The National Institute of Community Development already has the status of an apex institute in relation to the training

centres catering to the needs of all categories of C.D. staff. On the same analogy the O. & S.C. should have the status of an apex institute in relation to the training programmes of the State as a whole. The seeds of this idea were sown when it was decided some time back that the O. & S.Cs. should supervise the working of P.R.T.Cs. The idea, however, remains largely un-implemented : the seed failed to germinate, much less grow, into a healthy, vigorous and fruitful tree.

Be that as it may, the idea seems much too valuable to be lost. In order that O. & S.Cs. really and effectively function as the apex institute at the State Level, it will be necessary both to extend their jurisdiction over the entire gamut of the State's training programmes and to raise the status of the O. & S.Cs., including the status of its Principal and the Vice-Principal. This should prove easier, now that the administrative control of the O. & S.Cs. has been passed on to State Governments.

The analysis of responses reveals that many of the deficiencies in the training programme are due to lack of adequate administrative action on the part of the State Governments. The State Governments may have their own difficulties, but this does not seem to be the case always. More often than not, an important item is taken for a routine one and is dealt with as such. The higher status of the Principal and the Vice-Principal, as also the broader jurisdiction of the O. & S.Cs., will enable them to pull greater weight with the State Governments, and consequently, many things not done now, or done half-heartedly, will begin to receive attention.

The emphasis so far has been on the fact that both the Principal and the Vice-Principal should have adequate field experience. It would perhaps suffice if the Principal has the field experience and the Vice-Principal the administrative experience. The analysis of responses from the Training Centres has shown that some of the Principals wish a reduction in the time they devote to administrative matters. The proposed arrangement will relieve the Principal of much of routine administrative work, which will receive greater attention on the part of the Vice-Principal. At the same time, it will enable the Principal to devote greater time for bringing about greater and more purposeful coordination with the State Governments.

While the N.I.C.D. is responsible for academic guidance of the Training Centres especially the O. & S.Cs. and the S.E.O.T.Cs., the arrangements for administrative control and coordination at the Central level leave much to be desired. While it appears necessary and desirable that different agencies should continue to be responsible for the administration of the respective subject matter training, it is even more necessary that there should be cohesion in formulation and execution of policy concerning them all. This can be best promoted if the entire training programme, covering all its constituent units, is brought within the overall purview of the National Committee on Training in Community Development and Extension not only in theory, which is already there, but also in practice. This arrangement will remove many of the serious deficiencies that exist in the administrative aspects of the training programme at the present moment. It will ensure a more uniform and coherent application of the policies that have been developed over the years, that are common to all the training centres, but are at the present moment acted on with varying degrees of success.

The proposed arrangements will, it is hoped, provide both vertical and horizontal coordination at various levels and also help to further consolidate and strengthen the programme of training—imbued though it already is with sufficient vigour and vitality.

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2. Abbreviation for Community Projects Administration, later converted into Ministry of Community Development. In the subsequent pages the latter nomenclature or simply Ministry is adopted.

3. *Government of India, Community Projects Administration, Important Letters issued by C.P.A.* (Period April 1952 to October, 1953), pp. 75-76 (Letter No. CPA/132/52, dated the 14th July, 1952).

4. Quoted in *Kurukshetra*, June, 1961, p. 2.

5. Taken from Shri V. T. Krishnamachari's address to Fourth Development Commissioners' Conference, May, 1955, p. 12.

6-7. As in 3 above, p. 75.

8. *ibid.*, p. 55.

9. *ibid.*, p. 70.

10. *ibid.*, p. 123.

11. Government of India, Planning Commission, *Community Projects Administration, Summary Record of Second Development Commissioners' Conference on Community Projects* (16-19 April, 1953), p. 5.

This conference has been an annual feature ever since the first Conference on Community Development was held in 1952. From 1958 onwards this Conference was given the name Annual Conference on Community Development. The proceedings and recommendations of this Conference (with agenda notes, except for 1959 and 1960) have been published every year.

Hereafter the Annual Conference on Community Development will be referred to as "*Annual Conference*" followed by relevant year in brackets.

12. As in 3 above, p. 292.

13. As in 11 above, *Annual Conference* (1955), p. 44.

14. Government of India, Ministry of Community Development and Cooperation, *Important Letters issued by Community Projects Administration/Ministry of Community Development & Cooperation, Volume I*, (From October 1953 to July 1960), p. 40.

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## CHAPTER II

1. The then Administrator, Community Projects Administration, Shri S.K. Dey was Minister for Community Development and Co-operation from 1956 to 1966.

2. As in Ref. No. 11 under Chapter I above, *Annual Conferences* (1955), p. 195.

3. *ibid.*, p. 43.

4. *ibid.*, p. 198.

5. *ibid.*, p. 43.

7. As in 2 above, *Annual Conference* (1956), pp. 40-41.

8. Community Projects Administration, Planning Commission, Report 1953-54, p. 14.

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9. As in 2 above, *Annual Conference* (1953), p. 57.

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13. *ibid.*, pp. 71-7 .

14. *ibid.*, p. 1.

15. Government of India, Planning Commission, Committee on Plan Projects. *Report of the Team for the Study of Community Projects and National Extension Service*, Volume I 1957, p. (i-ii) (Introduction).

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16. As in Ref. No. 1 under Chapter I above, *U.N. Evaluation Mission Report*, p. (i) (Preface).

17. *ibid.*, p. 83.

18. Mimeographed Report.

19-20. Quoted in Annual Report (1958-59), p. 29. See Reference No. 8 above.



21. By the 31st March 1967, the three-tier system of Panchayati Raj institutions covered all the states except Madhya Pradesh, Kerala, Jammu and Kashmir and Nagaland. In Bihar, the coverage extended to only three districts of Ranchi, Bhagalpur and Dhanbad.

22. The programme of training of non-officials according to one estimate visualised the organised training of 16 lakh Panches, 2 lakh sarpanches, 2 lakh upsarpanches, 325 pramukhs, 5,000 pradhans, 300 members of Informal Consultative Committees of the State Legislatures and the Parliament, 5 lakh youth leaders, 5 lakh woman workers and these numbers were almost to be repeated after every election. See Government of India, Ministry of Community Development & Cooperation (Department of Community Development). *Training of Non-officials* (Revised Edition) (1961), p. 2.

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28. *ibid.*, p. 48.

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31. *ibid.*, p. 73.  
(Letter No. 12 (101)/57-TG. 2, dated the 13th March, 1958).

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35. As in 28 above, *Important Letters*, Volume I, p. 460 (Letter No. F. 9/24/60-T. 1, dated the 24th March, 1960).

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37. As in 29 above, *High Level Team Report*, p. 26.

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1. Taylor, Carl C., *Critical analysis of India's Community Development Programme*, Community Projects Administration, Government of India, 1956, p. 27.

2. As in 29 under Chapter II above, *High Level Team Report*, p. 28.

3. *ibid.*, p. 9.

4. As in Ref. No. 11 under Chapter I above, *Annual Conference* (1953), p. 21.

## CHAPTER IV

1. This particular instance relates to S.E.Os.
2. As in Ref. No. 29 under Chapter II above, *High Level Team Report*, p. 30. The observation is with specific reference to training of Mukhya Sevikas.
3. As in Ref. No. 1 under Chapter I, *U.N. Evaluation Mission Report*, p. 87.
4. As in Ref. No. 15 under Chapter II, *COPP Team Report*, p. 67.
5. Mezirow, Jack D., *Dynamics of Community Development*, The Scarecrow Press Inc., New York, 1963, pp. 174-75.
6. As in Ref. No. 11 under Chapter I above, *Annual Conference* (1955), p. 42.
7. As in 3 above, p. 86 (The remarks of U.N. Mission are illustrative, being in respect of only three Principals of Orientation and Study Centres).
8. Mezirow, Jack D., *op. cit.*, pp. 174-75.
9. As in 4 above, p. 64. The observation pertains specifically to trainers of Gram Sevaks' Training Centres.
10. As in 2 above, *High Level Team Report*, p. 21.
- 11-12. As in 6 above, *Annual Conference* (1955), p. 42.
13. Government of India, Ministry of Community Development & Cooperation, *Report of the Expert Committee on Training of Project Personnel*, 1957, p. 25. The observation pertains specifically to trainers of E.T.Cs.
- 14-15. As in 6 above, *Annual Conference* (1960), p. 17.

## CHAPTER V

1. As in Ref. No. 11 under Chapter I above, *Annual Con-*

2. *ibid.*, p. 49.
3. As in 1 above, *Annual Conference* (1959), p. 16.
4. As in Ref. No. 29 under Chapter II above, *High Level Team Report*, p. 39.
5. As in 1 above, *Annual Conference* (1962), p. 156.
6. As in 1 above, *Annual Conference* (1965), p. 116.
7. *ibid*, Annexure I-I, pp. 130-132.

## CHAPTER VI

1. As in Ref. No. 11 under Chapter I above, *Annual Conference* (1955), p. 42.
2. As in 1 above, *Annual Conference* (1956), p. 194.
3. *ibid.*, p. 196.
4. Government of India, Ministry of Community Development and Cooperation, *Report of the Expert Committee on Training of Projects Personnel*, 1957, p. 66.
5. As in Ref. No. 29 under Chapter II above, *High Level Team Report*, p. 32.
6. As in 1 above, *Annual Conference* (1956), p. 66.
7. As in 5 above, *High Level Team Report*, p. 23.
8. *ibid*, p. 35 & 36. The recommendations pertain to one or two sets of Training Centres, but they are equally applicable, *mutatis mutandis*, to all the Training Centres. The original text is slightly altered, and so is the order of suggestions : in fact a few of them have not been included here.
- 9-10. As in 1 above, *Annual Conference* (1955), p. 42.
11. As in 1 above, *Annual Conference* (1956), p. 65.
12. As in Ref. No. 14 under Chapter I above, *Important*

Letters, Volume 1, pp. 56-57 (Letter No. 75(20)/57-PRG dated the 14th March, 1957).

13. As in 4 above, Expert Committee Report on Training, p. 25.

14-15. As in 1 above, *Annual Conference* (1960), p. 17.

16. As in 5 above, *High Level Report*, p. 23.

17. *Government of India, Community Projects Administration, Important Letters issued by C.P.A.* (Period April 1952 to October, 1953), p. 321.

18. As in Ref. No. 15 under Chapter II above, *COPP Team Report*, p. 64.

19. As in 5 above, *High Level Team Report*, p. 22.

20. As in 18 above, *COPP Team Report*, Vol. III, Part I, *Appendix 15 and 16*, pp. 242-45.

21. The National Institute of Community Development was then known as the Central Institute of Study and Research in Community Development.

## CHAPTER VII

1. According to the Annual Report of the Ministry for 1954-55, (p. 77) the staff required at the Block Level for covering the country with National Extension Service-cum-Community Projects was 3,48,917.

## CHAPTER VIII

1. As in Ref. No. 8 under Chapter II above, Annual Report. (1953-54), p. 14.

2. The surplus occurred owing to the staggering of the C.D. Programme resulting in allotment of reduced number of blocks. It was estimated that there would be an excess of 12,000 V.L.Ws. over the number actually needed. See *Annual Conference* (1958), p. 290.

3. As in Ref. No. 11 in Chapter I above, *Annual Conference* (1955), p. 45.

4. Government of India, Ministry of Community Development and Cooperation, *Report of the Expert Committee on Training of Project Personnel*, 1957, p. 42. (This point does not appear to have been mentioned in the relevant recommendations of the *Annual Conference*).

5. As in 3 above, *Annual Conference* (1955), p. 45.

6. As in Ref. No. 14 under Chapter I above, *Important Letters*, Vol. I, p. 28.

7. As in 4 above, p. 62.

## CHAPTER IX

1. Government of India, Ministry of Community Development and Cooperation, *Random Thoughts*, Vol. III, p. 63. This volume, like the two volumes published earlier, is a collection of Monthly Letters of the Minister for Community Development and Cooperation for the years 1957 and 1958.

2. Quoted verbatim from Letter No. 18(12)/58-TG 2, dated the 11th February, 1958. The letter appears in the Agenda Notes of *Annual Conference* (1958), p. 280-83 (*vide* Ref. No. 11 in Chapter I above).

3. Ministry of Community Development and Cooperation, *Report (of) Regional Workshops held at Rajpur, Udaipur and Mysore to Review the Training Programme of O. & S.Cs., T.O.S.Cs., S.E.O.T.Cs. and M.S.T.Cs.* (1964), p. 3.

## CHAPTER X

1. Government of India, Central Institute of Community Development, *Report* 1960, p. 18.

2-3. Government of India, Ministry of Community Development and Cooperation, *Report of the Expert Committee on Training of Project Personnel*, 1957, p. 24.

4. *ibid.*, p. 67.

5. As in Ref. No. 1 under Chapter I, *U.N. Evaluation Mission Report*, p. 92.

6-7. Government of India, National Institute of Community Development, *Report* 1963, p. 25.

8. As in Ref. No. 14 under Chapter I above, *Important Letters*, Volume I, p. 29.

9. Because of the extraordinarily poor attendance, this course had to be wound up on the 24th November, 1962.

10. Government of India, National Institute of Community Development, *Annual Report* 1964, p. 8.

11. As in 5 above, p. 93.

12. Government of India, National Institute of Community Development, *Report* 1961, p. 12.

13. Random Thoughts, Vol. III, *op. cit.*, p. 85.

14. As in 5 above, p. 93.

## CHAPTER XI

1. Bhattacharjee, J.P., "Evaluation on the Eve of the Third Plan", *Indian Journal of Public Administration*, July-Sept., 1961 pp. 371-77.

2. Government of India, Planning Commission, *First Five Year Plan* (1952), pp. 125-126.

3. As in Ref. No. 11 under Chapter I above, *Annual Conference* (1953), p. 57.

4-5. *Government of India, Community Projects Administration, Important Letters issued by C.P.A.* (Period April 1952 to October, 1953), pp. 298-99 (D.O. letter No. PS/CP-413 dated the 12th May, 1953).

6. *ibid.*, p. 322.

7. Government of India, Ministry of Community Development, *Syllabus for Orientation Training of Community Development Personnel* (Sept. 1958), p. 1.

8. Government of India, Ministry of Community Development (i) *Syllabus for Job-Training of Block Development Officers* (September 1958), p. (viii) and (ii) *Syllabus for Job-Training of Social Education Organisers (Men)* (March 1959), p. 2.

9. Rao, G.V.K., "Training for Community Development—a Bird's Eye-view", *Kurukshetra*, June 1961, pp. 36-38. Shri Rao was then Commissioner for Training in the Ministry of Community Development and Cooperation, Government of India.

10. Batten, T.R., "*Training for Community Development—a Critical Study of Method*", London, Oxford University Press (1962), p. vii.

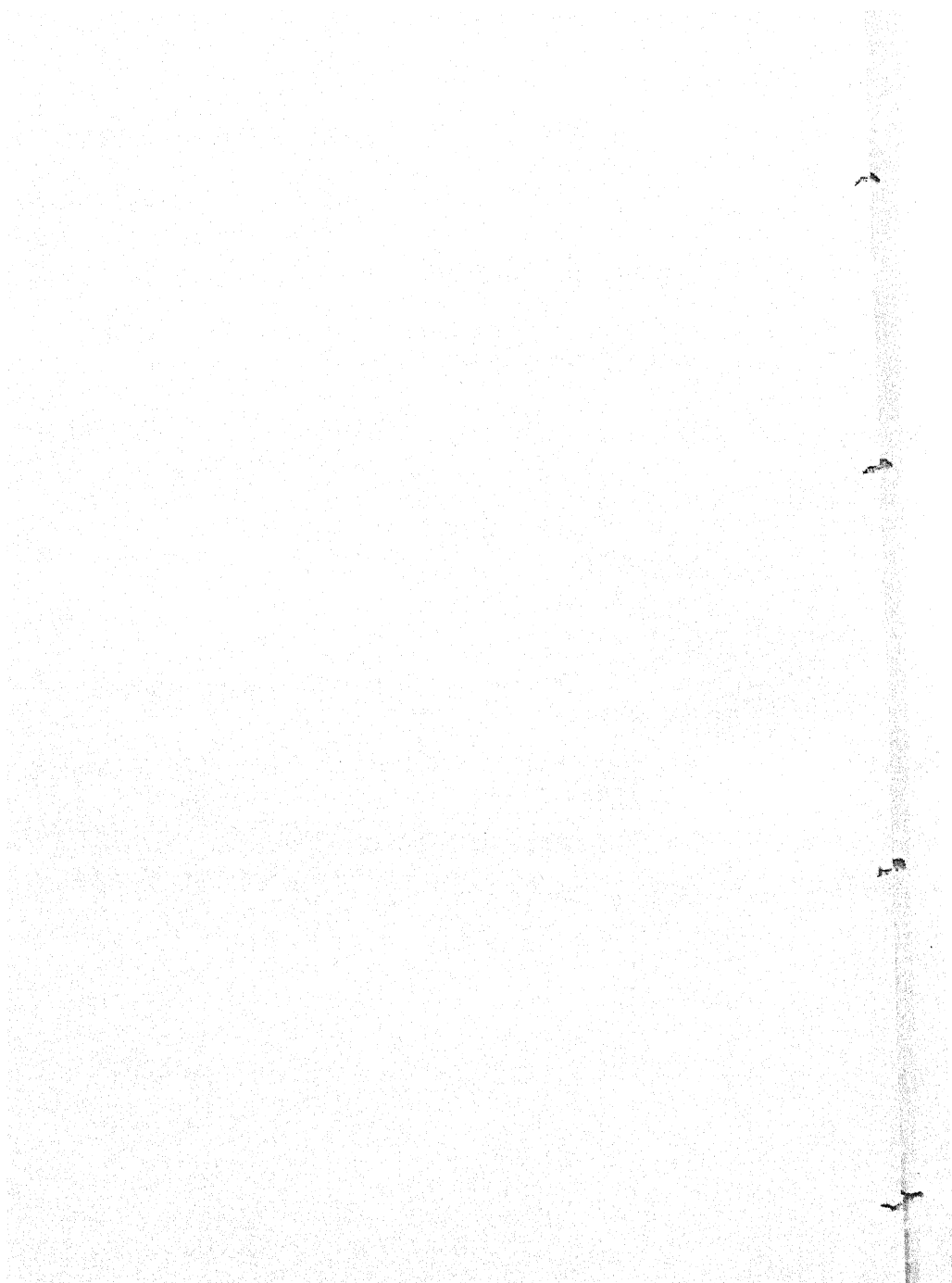
11. As in 3 above, *Annual Conference* (1954), p. 125. The specific reference is to the training of V.L.Ws. ; but it is indicative of the scope contemplated for evaluation of all training programmes.

12. As in Ref. No. 15 under Chapter II, *COPP Team Report*, p. 64.

13. As in Ref. No. 1 under Chapter I, *U.N. Evaluation Mission Report*, p. 83.

14. The dividing line was kept at 1960, as it was thought that two years would be needed for the reorganised training programme to stabilize itself and produce results.





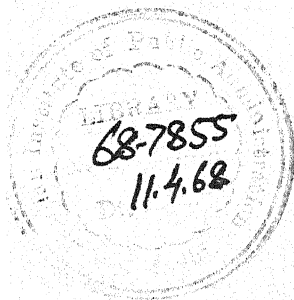
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B.D.Os.	Block Development Officers
C.D.	Community Development
C.O.P.P.	Committee on Plan Projects
C.P.A.	Community Projects Administration
E.Os.	Extension Officers
E.T.Cs.	Extension Training Centres
H.S.Ws.	Home Science Wings
M.L.A.	Member Legislative Assembly
M.P.	Member of Parliament
N.E.S.	National Extension Service
N.I.C.D.	National Institute of Community Development
O. & S.Cs.	Orientation and Study Centres
O.T.Cs.	Orientation Training Centres
P.E.Os.	Project Executive Officers
P.R.T.Cs.	Panchayati Raj Training Centres
S.E.Os.	Social Education Organisers
S.E.O.T.Cs.	Social Education Organisers' Training Centres
T.C.M.	Technical Cooperation Mission
U.N.	United Nations
U.S.A.I.D.	United States Agency for International Development
V.L.Ws.	Village Level Workers